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EDUCATIONAL ADMINISTRATION IN ANDAMAN AND NICOBAR ISLANDS

**Structures, Processes and Future
Prospects**

**Baldev Mahajan
Srilekha Majumdar
Beant Singh**



The first survey of educational administration was conducted by the National Institute of Educational Planning and Administration (NIEPA) in 1973-74. After a gap of two decades, NIEPA has undertaken the gigantic task of conducting the Second All-India Survey of Educational Administration, covering all the states and union territories. This book is an outcome of the survey recently completed in Andaman and Nicobar Islands.

The book is based on an analysis of not only information collected from primary sources in the union territory but also the latest data from secondary sources. It gives the present status of educational administration, right from the institution to the union territory level, with focus primarily on administration of school education. The selected indicators of educational development given in the book provide a comparative picture of the union territory vis-a-vis the all-India position at different points of time. The book provides a critical analysis of various functions of educational planning and administration with suggestions for future development of the administrative system, outlining the tasks ahead for educational planners and administrators. It also studies the activity profiles of educational administrators, particularly at district and institutional levels.

The book belongs to a series of such publications on educational administration in the various states and union territories of the country and is valuable reference material for researchers, educationists, educational planners and administrators, as well as all those interested in the development of education.

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**Educational Administration in
Andaman and Nicobar Islands**

Educational Administration **in Andaman and Nicobar Islands** *Structures, Processes and Future Prospects*

BALDEV MAHAJAN
SRILEKHA MAJUMDAR
BEANT SINGH



**NATIONAL INSTITUTE OF EDUCATIONAL
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17-B, Sri Aurobindo Marg, New Delhi-110016



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Project Team

National Level

Project Director	: Shri Baldev Mahajan
Project Associate Fellow	: Dr. R.S. Tyagi
Project Associate Fellow	: Dr. Srilekha Majumdar
Consultant	: Dr. T.N. Dhar

Union Territory Level

Project Officer	: Shri Beant Singh Acting Director of Education (Retired) Andaman and Nicobar Islands
Members	: Dr. B. Jana Co-ordinator (IED) State Institute of Education Andaman and Nicobar Islands
	: Shri Joy Kumar Roy Assistant Director Sports Authority of India Andaman and Nicobar Islands
	: Shri A. Narayan Kutty Assistant Education Officer Directorate of Education Andaman and Nicobar Islands

Foreword

The Institute is happy to bring out this report of a survey of educational administration in the Andaman and Nicobar Islands. This publication belongs to a series of such reports which are being brought out by NIEPA as a part of the Second All India Survey of Educational Administration covering all the states and union territories in the country.

The National Policy on Education accords a high priority to the need for overhauling the system of planning and management of education. To bring about the required changes in the system, it is first necessary to know how it is working at present. Accordingly, the survey report covers various aspects of educational administration in Andaman and Nicobar Islands in a comprehensive manner. Apart from furnishing general information about the union territory and indicating the legal basis of education, the report provides a brief description of educational policies and programmes, organisation and administration of education, the role of non-government agencies and local bodies, personnel management, financial management, information system, processes of educational planning, inspection and supervision and academic support system. The report also contains the activity profile of heads of institutions which could help in designing more tangible pre-service and in-service programmes for these educational functionaries. There is also a discussion of the current issues and problems faced in the management of education as well as an indication of the prospects for future development.

Detailed data on the size, efficiency and performance of educational administration in a state or union territory are not readily available. The Survey attempts to bridge this gap in information. The

indicators of educational development included in the report give a comparative picture of the state and the over-all national position at different points of time.

On behalf of the Institute, I would like to express my sincere appreciation of the work put in by the project team, particularly Shri Baldev Mahajan, the Project Director and formerly Joint Director, NIEPA and late Shri M.M. Kapoor, who worked as Project Director and Senior Fellow and Head, Sub-National Systems Unit of the Institute, upto 11th December, 1993. While the credit for preparing the preliminary report of the Survey goes to the project team at the state level under the direction of Shri Beant Singh, former Director of Education, the major responsibility for finalising the report was undertaken by Dr. Srilekha Majumdar at NIEPA. I am most thankful to the members of the National Advisory Committee of the survey for the expert advice and guidance at all stages of the project. We are particularly grateful to the Administration of Andaman and Nicobar Islands for their willing cooperation in providing the basic material for this survey and bringing out the report.

I hope this survey report will serve the needs of educational planners, administrators and policy makers as well as students, teachers and researchers.

KULDEEP MATHUR

Director

National Institute of
Educational Planning and
Administration

New Delhi

May 1995

Preface

The first National Survey of Educational Administration conducted by the National Institute of Educational Planning and Administration in 1973 was a pioneering attempt to study the organisation and administration of education in all the states and union territories. The Second Survey now seeks to provide an elaborate picture of educational administration in general and school education in particular, with special reference to its structure, organisation, processes, functions as well as challenges and innovative tasks confronting the system and its growth over the years.

Primary data were procured through a field study conducted with the help of a set of structured tools. A vast variety of secondary sources such as the union territory administration documents, census reports, union territory budgets, plan proposals, educational research studies, etc., proved useful for the analysis of the union territory's education system in a national perspective.

This study is an outcome of the collaborative efforts of the Education Department of Andaman and Nicobar Islands and NIEPA. The findings, interpretations and conclusions given in this study are of course those of the authors, and need not necessarily be attributed to the Institute or the Union Territory Administration.

We would like to take this opportunity to express our grateful thanks to the authorities of the union territory, especially Smt. Kiran Dhingra (Education Secretary), Shri H.D. Birdi (Former Education Secretary), Shri N.K. Das (Director of Education), Dr. A.K.S. Anal (Principal, JNRM, Port Blair) and Dr. Mahajan (Lecturer, JNRM, Port Blair), for guiding the survey work in the union territory and to the

whole team of personnel at the district, block and institutional levels for their active cooperation in the successful completion of this work.

We are most grateful to the members of the Union Territory and the National Advisory Committees for their expert guidance. We also thank sincerely Prof. Kuldeep Mathur, Director, NIEPA and Prof. Satya Bhushan (Former Director, NIEPA) for their support and encouragement extended to us so generously. We are equally thankful to Dr. P.D. Shukla, Dr. T.N. Dhar, Dr. R.P. Singhal and Shri J.A. Kalyanakrishnan for their valuable advice during various stages of the Survey, including the finalisation of its reports.

We would like to place on record our sincere gratitude to late Shri M.M. Kapoor, former Project Director, for pioneering a project of this magnitude and for providing guidance and direction to the project team upto December 11, 1993. Thanks are due to other members of the Project Team at NIEPA for their sincere cooperation in bringing out this report, especially to Dr. J.C. Goyal, formerly Project Fellow. We are thankful to Ms. Nirmal Malhotra, Librarian and Shri N.D. Kandpal, Documentation Officer at NIEPA for their valuable help. We thank Shri P.N. Tyagi, cartographer, NIEPA for his valuable assistance in cartographic work of this report. We also wish to extend our thanks to our former colleague Shri Arvind Sinha for helping in the preparation of indicators of educational development, Ms. Kavita Grover for word-processing, as also to a number of other persons for rendering administrative, secretarial, computer and reprographic assistance. Thanks are also due to Shri M.M. Ajwani, Assistant Publication Officer, NIEPA for his assistance in the publication of the book.

New Delhi
May 1995

BALDEV MAHAJAN
SRILEKHA MAJUMDAR
BEANT SINGH

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Chapter 1

Introduction

Objectives of the Survey

The National Institute of Educational Planning and Administration (NIEPA) conducted the First All India Survey of Educational Administration in 1973-74. During the intervening period of nearly twenty years, modifications in organisational structure and administrative practices as well as adoption of new policies and programmes subsequent to the implementation of the National Policy on Education and Programme of Action (1986), and reports submitted by state-level education commissions, committees, etc., have brought about many changes in the educational scene. It is necessary to see the implications of these changes on educational administration. Consequently, it was decided to conduct the Second All India Survey of Educational Administration with the following principal objectives: (a) to understand the present status of educational administration in terms of structures, systems and processes at various levels; (b) to study the experiments, innovations and changes; and (c) to identify major issues and future tasks of educational planning and management.

Scope and Coverage

The Survey covers the organisational set-up, roles, functions and activities of the Education Department at the secretariat, directorate and inspectorate levels; of educational institutions under different managements; and of departments other than the Education Department. It addresses itself primarily to the administration of school

education. Consequently, technical, professional and higher education have not been discussed at length—although there are occasional references to them.

A select bibliography in respect of studies and books referred to in the report on educational administration is included in the *Appendix*. Primary data for the Survey pertain to the year 1990-91 and those taken from the secondary sources are the latest available.

Methodology

The methodology of the Survey included collection of information from the State/UT Education Department, its different directorates and district, block and institutional level organisations, on the basis of a representative sample. Secondary sources were also tapped for this purpose.

Sample

A framework was designed to select a sample by the multi-stage, purposive sampling technique covering at least 10 per cent of the total number of districts adequately representing each state/union territory of the country. However, considering the time and feasibility aspects, only one out of every 15 districts in each state/union territory was selected on the basis of it being the most representative. From each district thus selected, two representative blocks or sub-educational districts, that is, one rural and the other urban, were taken up for the study. Similarly, a representative sample of schools of different types was selected from each of the sampled sub-educational district/block/division/region/circle, if such unit(s) existed in the state/union territory concerned.

Considering the Union Territory of Andaman and Nicobar Islands, the district of Andaman was taken up for the purpose of the survey from which the sub-division of South Andaman was selected. From this block, a sample of 41 institutions from both rural and urban areas was selected as per details given in Table 1.1.

Table 1.1
Selected Sample in Andaman & Nicobar Islands

<i>Institution</i>	<i>Number of Institution</i>		
	<i>Rural</i>	<i>Urban</i>	<i>Total</i>
Primary	21	3	24
Middle	7	3	10
Secondary	2	1	3
Sr. secondary	2	2	4
Total	32	9	41

Tools

Three types of questionnaires were constructed and used for data collection. These are:

- (1) *State Level Questionnaire (SLQ)* designed to collect information from primary sources namely, the Education Department, directorates and other officials concerned;
- (2) *Area Level Questionnaire (ALQ)* to elicit information on organisation and administration of education at the divisional/regional, district, block or circle levels and from officers-in-charge of the area; and
- (3) *Institutional Level Questionnaire (ILQ)* to collect information from institutions and their heads.

Apart from data collected by means of these questionnaires, supplementary information was also collected at the national, union territory and area levels from:

- secondary sources like government publications, legislative documents, codes, rules and regulations, ordinances, union territory plans, budgets and statistical publications;
- interviews and discussions with officers holding different hierarchical positions at various levels as well as heads and teachers of institutions;
- discussions on related issues and problems in meetings, workshops and seminars at national, union territory, district and grassroot levels; and

- select literature on educational organization and management published by various agencies.

Advisory Committees

The project design provided for the constitution of National and Union Territory Advisory Committees (*Appendix-I*) to guide and advise the project teams at NIEPA and at the union territory level on matters pertaining to the Survey.

Preliminary work on this report was done at the union territory level. It was revised and finalised at NIEPA, in consultation with experts and union territory authorities, according to a common format to facilitate inter-state/union territory comparison.

Problems and Difficulties

Any survey of this kind is usually confronted with a set of problems and difficulties. In case of the survey in the islands, the main problem was the sample which is not a truly representative one. This was due to the fact that the collection of data had to be restricted primarily to the government schools as there are very few private schools in Port Blair, the capital town, located in South Andaman and also because no institution from the predominantly tribal district of Nicobar could be included in the sample.

Chapter 2

The Union Territory

Andaman and Nicobar Islands, situated in the Bay of Bengal with Port Blair as the capital, were treated as a penal settlement till the early forties. After the independence of India, the islands were accorded the status of 'Part D' state of the Indian Union; with the reorganisation of the states in 1956, they acquired the status of a union territory under the administration of a Lieutenant Governor.

Physical Characteristics

The union territory comprising 323 islands and about 248 rocks, some of which have still to be named, has a total area of 8,249 sq.km. It separates the Andaman Sea from the Bay of Bengal. The Andaman group of islands comprises a total of 265 islands. The main part, however, is a band of closely overlapping five islands—the North, Middle and South Andaman, Baratang and Rutland Islands.

The Great Andaman has a total area of about 6,408 sq.km. It consists mainly of hills skirting narrow valleys and covered with dense, tropical forests. These forests consist of two clearly marked divisions—the littoral and non-littoral, the former being economically more valuable. The various types of timber available from the forests, is both plentiful and of great economic value to the islands. The islands are fenced in from the sea by the pandanus and nipa palm trees, which along with the extensive mangrove beach forest, are valuable resource. Except a few perennial streams, there are no rivers in these islands.

The coasts of these islands are deeply indented, creating numerous safe harbours and tidal creeks surrounded by mangrove swamps; Port Blair is one such harbour. The fringe of sandstone ledges and the coral reef around the coasts, are generally free of marine vegetation and seaweeds.

Fifty-eight islands form the Nicobar group of islands. These islands are separated from the Andaman group of islands by a channel which is 145 kms wide.

Climate

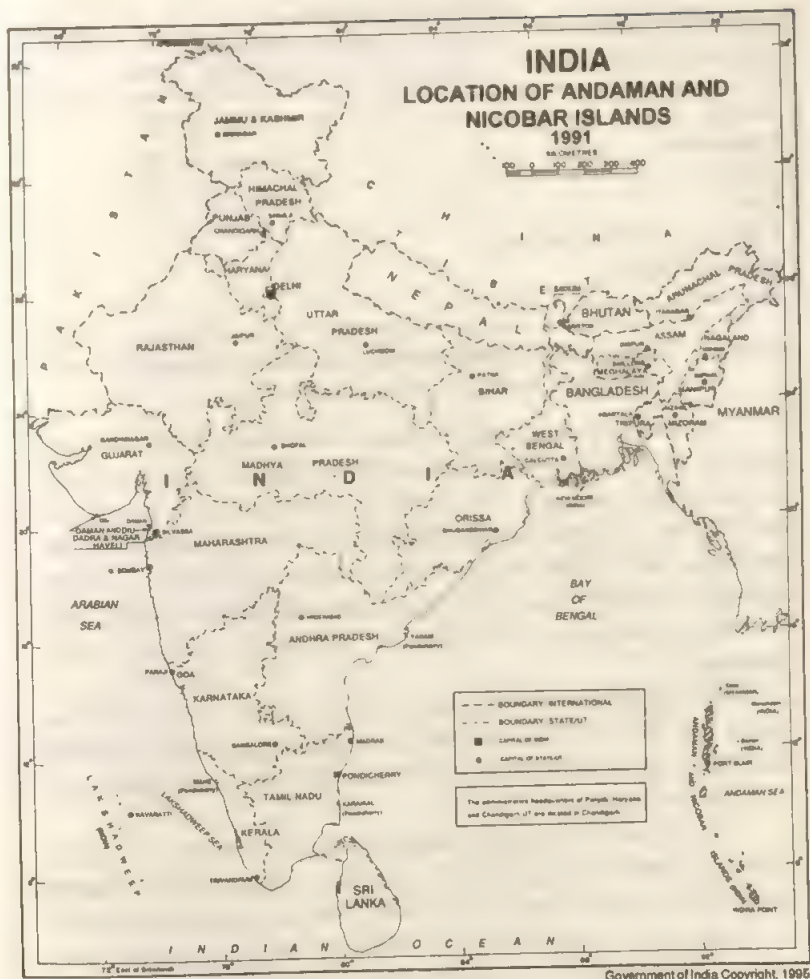
The tropical climate of the islands is warm tending to be very hot at times. The temperature varies between 23 degrees C to 31 degrees C throughout the year. Rainfall is irregular and heavy—varying from year to year and even at places physically close to each other. The average annual rainfall is 317.5 cms. The islands are exposed to both monsoons—with a north-eastern gale from November to January and a south-western gale from May to October which makes the weather cyclonic. The climate is extremely moist during the south-west monsoon and comparatively dry during the north-east monsoon. The weather is fair from February to April and in October.

Administrative Structure

For administrative purposes, the islands have been divided into two districts, namely Andaman with district headquarters at Port Blair and Nicobar with district headquarters at Car Nicobar. The Andaman District consists of five main islands, while Nicobar District comprises Car Nicobar, Little Nicobar and Great Nicobar. These two districts are divided into seven tehsils; in Andaman district the tehsils are Diglipur, Mayabunder, Rangat, Port Blair and Ferrargunj. The Nicobar district comprises the tehsils of Car Nicobar and Nancowrie. There are four sub-divisions, namely, South Andaman, Mayabunder, Car Nicobar and Nancowrie. Details of the administrative units are shown in Table 2.1.

Demographic Features

According to the 1991 Census, the population of the islands was 2,80,661 of which 9.5 per cent were scheduled tribes. Details of the population are shown in Table 2.2.



Based upon Survey of India map with the permission of the Surveyor General of India. The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate base line. The boundary of Meghalaya shown on this map as interpreted from North-Eastern Areas (Reorganisation) Act, 1971, but has yet to be verified. The administrative headquarters of Chandigarh, Haryana and Punjab are at Chandigarh.

Fig. 2.1

Table 2.1
Administrative Units

<i>Administrative Unit</i>	<i>Number</i>
District	2
Sub-division	4
Tehsils	7
Town	1
Community development blocks	5
Municipal boards	1
Panchayats	44

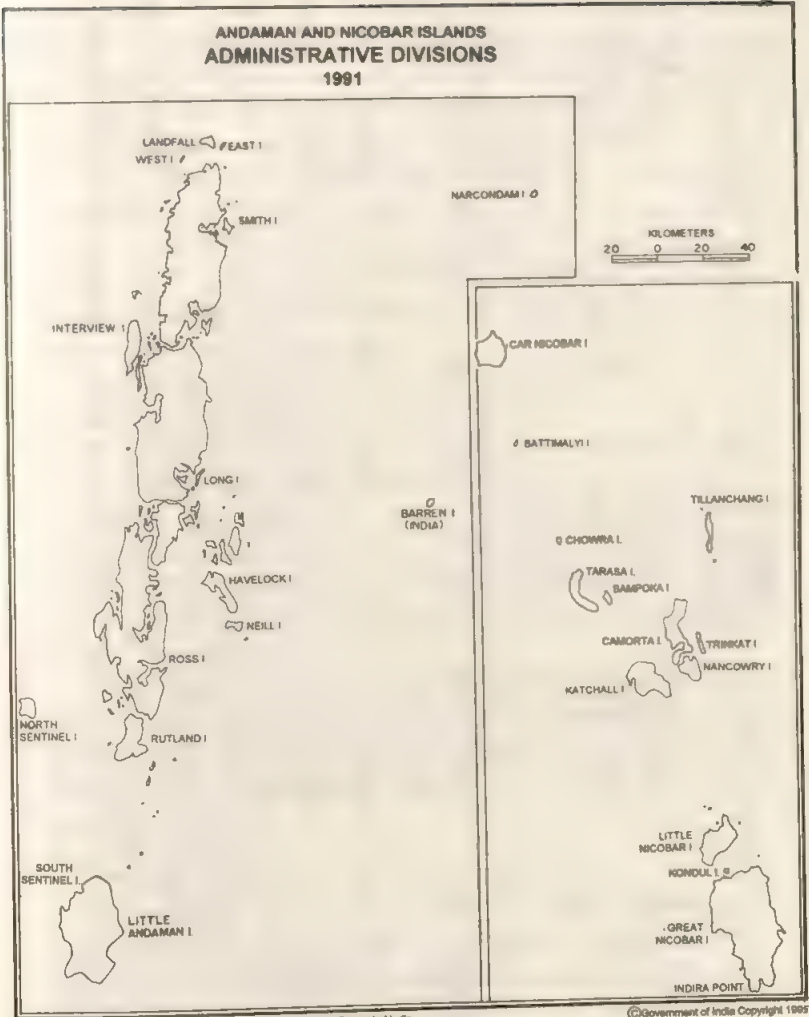
Source: Andaman and Nicobar Islands At a Glance-1993, Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

The islands were a penal settlement to which persons were sent from all parts of India and consequently the region became a melting pot for different cultures. It is, therefore, not surprising to find in the islands many different languages being spoken along with the tribal languages and various religions being practised. In fact, the union territory has evolved into a polylingual and cosmopolitan region with no clear-cut distinction on the basis of provincial, social or cultural indicators.

The population consists broadly of two categories of people—the tribals and the non-tribals. The tribals comprise the Andamanese and the Nicobarese, while the non-tribals comprise those who have their origin in the mainland.

The original *Andamanese*, comprising twelve tribes of a strength of about three hundred people, live in the various islands of the Andaman group and are dark, short and well-built. They are perhaps descendants of a south-east Asian Pigmy race. Each of these groups has some salient characteristic in terms of body ornamentation, hairstyle, utensils, etc. Their language has a common origin with certain modifications and has no link with any other language.

The Andamanese are of two broad categories—the 'aryto' or shoreman and 'eremtaga' or jungle dwellers. A tribe generally consists of both the groups. Each tribe has a recognised head based on admitted



Based upon Survey of India map with the permission of the Surveyor General of India
The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate baseline

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Fig. 2.2

Table 2.2
Population, Sex Ratio, Density of Population and Decennial Growth Rate of Population
By Districts(1991)

UT/District	Population	Area (sq.km)		Sex Ratio		Density of Population		Decennial Growth Rate	
		Total	% to Total	Females Per 1000		Per Sq.km.		of Population	
				1981	1991	1981	1991	1971-81	1981-91
Andaman & Nicobar Islands	280,661 (45)*	8249	100	760	818	23	34	+ 63.93	+ 48.70
Andaman District	241453 (45)	6408	78	750	816	25	37	+ 69.02*	+ 51.68*
Nicobar District	39208 (46)	1841	22	811	847	17	21	+ 40.57*	+ 28.74*

*Figures in parentheses denote percentage of female population to total population.

Sources:

1. Census of India 1991. Series 1, Paper 2, Final Population Totals, 1993.
2. Andaman and Nicobar Islands at a Glance, 1993. Statistical Bureau. Andaman and Nicobar Islands, Port Blair.
3. Handbook on Andaman District, 1991. Statistical Bureau, Andaman and Nicobar Administration, Port Blair.
4. Statistical Handbook on Nicobar District, 1991. Statistical Bureau, Andaman and Nicobar Administration. Port Blair.

superiority. The property is communal and the territory of a particular tribe is respected.

Though they are still ignorant of the art of fire-lighting, the Andamanese cook and eat whatever they gather from the forests; generally they keep a fire going for future use. Agriculture is still unknown to them. From the British they learnt the domestication of dogs; except dogs, they do not keep any animals at home.

The *Nicobarese* are different from the Andamanese being probably of mixed Malay, Chinese and Indian origin. They live in joint families which are patriarchal in nature; however, on the father's death, the mother takes charge. On the death of both parents, the property is divided among the sons; the daughters do not inherit any part of it as their share is allotted on marriage.

Each tribal village has a chief and the position is often hereditary. Though he is in control of the village land, he is not entitled to any benefit from it. Ownership of land varies from communal to quasi-feudalism to private ownership in the different parts of Nicobar.

The main occupation of the *Nicobarese* is growing coconuts; they also grow betelnuts, bananas and papayas. They keep buffaloes, goats, poultry and pigs, the latter being a symbol of social status. Their food consists of coconut, fruits, fish, meat and rice—the cultivation of grains is a recently acquired art.

There has been a synthesis of cultures in the Andaman and Nicobar Islands—especially among the non-tribals comprising the floating population, the local-borns and the settlers. There is no distinction among them on racial, linguistic, social activities or provincial basis in general.

Socio-economic Features

A considerable percentage of the total working population was engaged in agricultural activities. The tropical climate and good rainfall, plus the fertile soil, make the islands suitable for growing rice, maize, rubber, coffee, coconut, arecanut and cashewnut. Fruits like lemon, mango, orange, custard apple, pineapple, banana, sweet potato, papaya, tapioca, sugarcane, coconut and rabi pulses along with certain spices like turmeric are also grown. Approximately 7,171 sq. km. of the islands are covered by forests of which timber and plywood are

important products. There are rubber plantations producing good quality rubber. A large number of red oil palm trees from which a huge quantity of oil is obtained every year also grow on the islands.

The sea surrounding the islands has an inexhaustible supply of fish. The locals fish during the day and at night also when they use torches made of dry coconut leaves. The aborigines still use harpoons to fish. Country as well as mechanised fishing crafts are used for fishing. Fish caught are sent on a large scale to the mainland.

Industries in the islands may be categorised as agro-based and marine-based; there are about six large industries. Timber and plywood industries and industries for making shell and coral products are the main ones. Making mats and coconut shell items are also important cottage industries.

There are an employment exchange and four employment information and assistance bureaux in the union territory. The number of persons on the live register for employment in 1992 was 17,044 of which 31 per cent were females. An analysis of the number of applicants according to academic qualifications reveals that in 1989-90, the majority of them were below matric. 31 per cent were undergraduates, 12 per cent were graduates and postgraduates, 2 per cent were technical graduates and 12 per cent were others.

The administration has been making endeavours to improve the quality of life of the people in the islands. It has made provisions for medical facilities in all the regions of the islands. Birth and death rates have been steadily decreasing since 1984 and the recorded figures, as seen in Table 2.3, indicate that these are lower than the figures at the national level.

Table 2.3
Birth and Death Rates * (1991)

<i>UT/All India</i>	<i>Birth Rate</i>	<i>Death Rate</i>
	<i>1991</i>	<i>1991</i>
Andaman & Nicobar Islands	19.9	5.7
All India	29.3	9.8

* Per 1000 population

Source: Statistical Database for Literacy, Final Population and Literacy, 1991. National Institute of Adult Education, 1993.

Educational Administrative Structure

For administration of education, the two districts of the union territory have been divided into five educational sub-zones with headquarters at Port Blair; each of these sub-zones is headed by an Education Officer or Deputy Education Officer. Nicobar is headed by an Education Officer. Middle, North and South Andaman as well as Wimberlygunj—each has a Deputy Education Officer as head.

Education System

Penal settlement in the islands is reported to have been established in the eighteenth century. In 1857, soon after the 'Sepoy Mutiny' a large number of freedom fighters designated as 'mutineers' by the British, were exiled to Andaman and Nicobar Islands. The administration started employing them on a nominal pay for various jobs like clearing the forests and construction of roads. The authorities found it difficult to communicate with them and felt an urgent need to teach them English. Accordingly, in 1870, an educated British soldier was given the responsibility of teaching English to some of these workers. This proved to be a success and in 1881-82 a regular primary school was started and the foundation of formal education in Andaman and Nicobar Islands was laid.

By the beginning of the twentieth century, to meet the needs of the children of the penalised persons, the administration had to start six more primary schools in and around Port Blair. Soon after, one of these schools was upgraded to an English medium high school affiliated to the Rangoon University. Separate provisions for imparting primary education to girls was also made by 1936.

In the Nicobar Islands, particularly at Car Nicobar, the Christian missionaries took up the task of spreading education simultaneously with their proselytising activities, and by 1939-40, there were five missionary schools there.

During World War II, with the occupation of these islands by the Japanese, educational development suffered a setback. In 1945, when the British regained control over these islands, efforts were made for the rehabilitation of the education system. In 1946-47, the high school at Port Blair, eight primary schools of the adjoining villages and a middle school at Car Nicobar were reopened. After the attainment of

independence, concerted efforts were made to meet the educational needs of these islands. By 1948-49, the number of institutions rose to 20 and the enrolment increased from 1,013 to 1,620. Since then, there has been a steady development in the sphere of education.

Structure

The present educational structure in the union territory is shown in Figure 2.1. Children join the pre-primary education centres at the age of 3. For providing education to children in the age-group 3 to 5 years, there are four types of pre-primary education centres in the territory, namely: (a) pre-primary schools, (b) anganwadis, (c) balwadis and (d) Tunku-Munku /nursery schools /kindergartens. At the age of 5+, the children join the primary schools. 'Anganwadis' are run under the Integrated Child Development Scheme (ICDS) launched by the Government of India; 'balwadis' are run by the Social Welfare Department with the aim of providing nutrition, health and pre-primary education to children upto 5 years of age. The nursery schools and kindergartens are under private management. A majority of the other types of schools in the islands are under government management.

There are also two *Navodaya Vidyalayas* in the islands; one is at Andaman and the other at Nicobar Islands. To cater exclusively to the children of the Shompen tribe, there is an '*Ashram School*' in the islands.

The primary education stage comprises classes I-V, after completing which students enter the upper primary or middle school stage extending from classes VI to VIII. On completion of this stage at the age of 13 years, students join the secondary education stage comprising classes IX and X. At the end of class X, students have to take an examination conducted by the CBSE to which nearly all schools of the islands are affiliated. Successful candidates are awarded a certificate and, at the age of 15+, they join the senior secondary classes, that is class XI and XII. At the end of class XII, CBSE conducts another examination; successful candidates are awarded the All India Senior Secondary Examination Certificate, after which they are eligible to join various general and professional or technical courses. Facilities for studying the following courses at the post-senior secondary stage are available in the islands:

- Professional teacher training course of Junior Basic Training (JBT) for the age-group 17-19 years;
- Technical courses at the ITI for the age-group 17-19 years;
- Technical courses at the polytechnics for the age-group 17-20 years;
- General education courses in Science/Arts/Commerce at the undergraduate level for the age-group 17 to 20 years. On successful completion of this, the Bachelor's degree in the respective stream is awarded to the students. After graduation, students in the age-group 20 and above, can pursue postgraduate courses in general education leading to the Master's degree in Arts/Science.

Students are provided with facilities to pursue courses in the mainland for which no facility is available on the islands.

Instruction is imparted to the children in six media at the primary education stage and five at the secondary and senior secondary education stages. This multiple instructional media has created some problems for the administration which need to be resolved.

The status of institutions at different educational levels, in terms of their number and enrolment in 1992, is shown in Table 2.4. It is evident that the percentage of girl students is rather low in the institutions.

Table 2.4
Schools, Enrolment of Students and Teachers (1992-93)

<i>Institution</i>	<i>Number of Institutions</i>	<i>Enrolment of * Students</i>	<i>Number of ** Teachers</i>
Pre-primary	23	NA	NA
Primary	188	16282 (47.9)	769 (97)
Middle	46	15792 (47)	749 (97)
Secondary	29	14203 (46)	660 (99)
Sr. secondary	41	29850 (46)	1654 (98)

* Figures in parentheses denote percentage of girl students to total.

** Figures in parentheses denote percentage of trained teachers to total.

Source: Selected Educational Statistics; 1992-93. Department of Education, Ministry of Human Resource Development, Government of India, 1993.

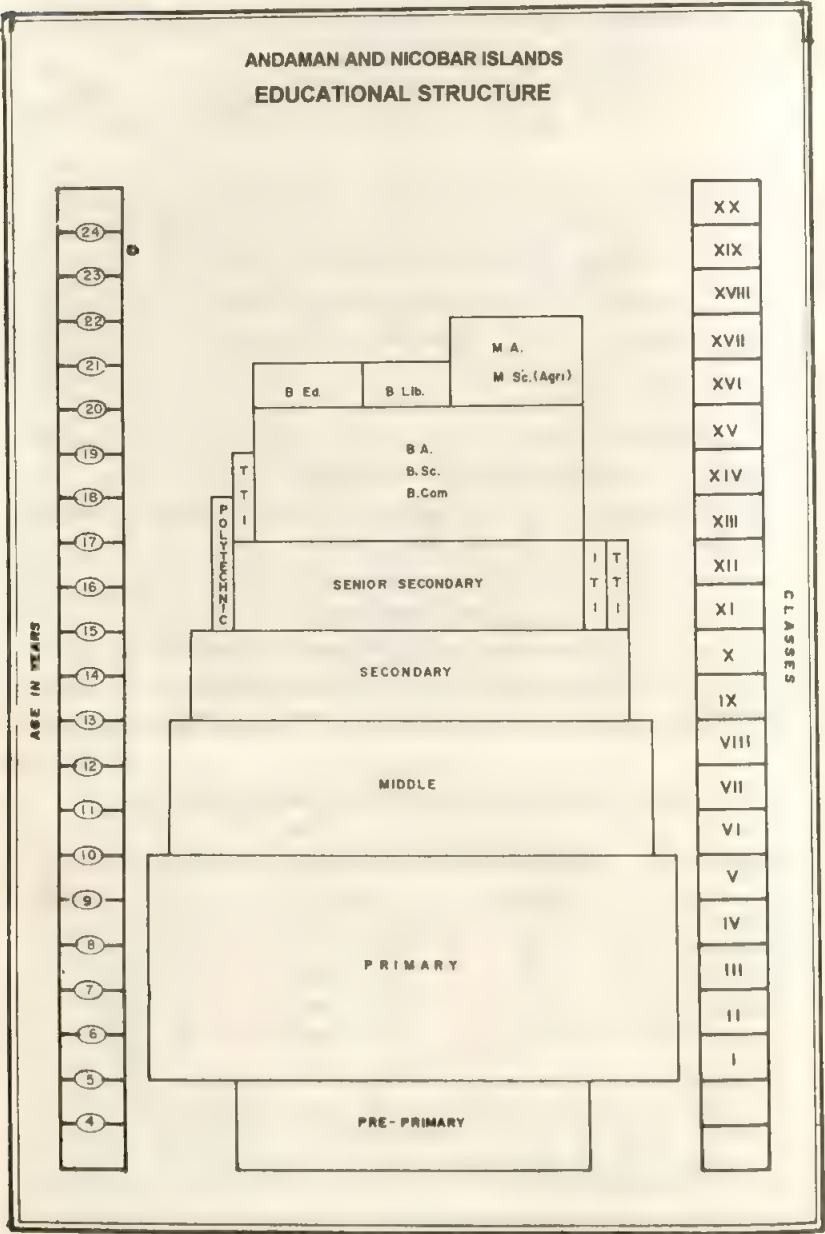


Fig. 2.3

A district-wise comparison of the number of institutions and enrolment of students as shown in Table 2.5 has revealed that, in 1989-90, there were 250 institutions with a student enrolment of 64,779 in Andaman District and 74 institutions with 10,010 enrolments in Nicobar District. Break-up of the different schools in the two districts of Andaman and Nicobar in 1989-90, is shown in Table 2.5.

Table 2.5
Educational Institutions by Districts (1989-90)

Institution	District				Total	
	Andaman			Nicobar		
	South	Middle	North	Total		
Ashram school	—	—	—	—	1	1
Pre-primary	14	—	—	14	4	18
Primary	56	59	31	146	39	185
Middle	18	9	6	33	9	42
Secondary	13	5	4	22	6	28
Sr. secondary	21	6	2	29	6	35
General education college	1	—	—	1	—	1
Teacher training college	1	—	—	1	—	1
B.Ed. college	1	—	—	1	—	1
Polytechnic	2	—	—	2	—	2
Vernacular school	—	—	—	—	10	10
ITI	1	—	—	1	—	1
Total	128	79	43	250	75	325

Source:- Basic Statistics 1990, Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

Table 2.5 reveals that 75 per cent of the total institutions in the islands are in the Andaman District. All vernacular schools and the 'Ashram School' which is meant exclusively for children belonging to the 'Shompen' tribe, are located in the tribal district of Nicobar.

The number of students in the different institutions in Andaman and Nicobar districts is shown in Table 2.6.

Table 2.6
District-wise Number of Students in Institutions (1989-90)

<i>Institution</i>	<i>No. of Students</i>		<i>Total</i>
	<i>Andaman District</i>	<i>Nicobar District</i>	
Pre-primary school	1647	263	1910
Primary school	12582	1679	14261
Middle school	12042	2039	14081
Secondary school	11741	2562	14303
Sr. secondary school	24855	2901	27756
Teacher's training institute	139	—	139
B.Ed. college	80	—	80
General education college	1256	—	1256
Polytechnic	256	—	256
Vernacular school	—	598	598
ITI	149	—	149
Total	64747	10042	74789

Source:- Basic Statistics, 1990 Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

Taking the entire union territory as a whole, in 1992 the gross enrolment ratio (GER) for children in classes I-V and VI-VII were 93.3 and 77.9, respectively. A comparison of the islands' GER with national averages is shown in Table 2.7.

Table 2.7
Gross Enrolment Ratio (1992)

UT/All India	Gross			Enrolment			Ratio
	Classes I-V (6-11 years)			Classes VI-VIII (11-14 years)			
	Boys	Girls	Total	Boys	Girls	Total	
A & N	101.0	86.1	93.3	82.7	72.8	77.9	
Islands	(137.1)	(121.2)	(199.1)	(123.1)	(107.6)	(175.4)	
All India	118.1	92.7	105.7	80.5	53.8	67.5	

* Figures in parentheses denote GER in 1993-94.

- Sources:**
1. Selected Educational Statistics 1991-92. Ministry of Human Resource Development, Department of Education, Government of India.
 2. Andaman and Nicobar Administration Secretariat, Port Blair, 1994.

A significant point to note is the lower GER of girls at the primary and middle school stages. To achieve the target of universal elementary education in the islands, concerted efforts will be needed to raise not only the overall GER but that of girls at both primary and middle school stages.

The teacher-pupil ratio is shown in Table 2.8.

Table 2.8
Teacher-Pupil Ratio by Schools (1992)

<i>School</i>	<i>Teacher-Pupil Ratio</i>	
	<i>UT</i>	<i>All India</i>
Primary	1:21	1:45
Middle	1:21	1:43
High	1:22	1:29
Sr. secondary	1:18	1:31

Source: Selected Educational Statistics 1992-93. Ministry of Human Resource Development. Department of Education, Government of India.

Compared to the all-India averages, the teacher-pupil ratio in the islands are favourable. Depending upon the availability of the relevant age-group population in the institutional catchment areas, it should be possible to enrol a larger number of students without incurring a large expenditure.

Literacy

Literacy is one of the indicators of educational development. Andaman and Nicobar Islands have a considerably high rate of literacy, the figures recorded in the 1991 Census being 73.74 per cent in case of total literacy; 79.68 per cent for males and 66.22 per cent for females. These figures are above the national figures. A comparison with other states and union territories shows that the union territory ranks eighth in terms of total literacy. The literacy rates during 1961-1991, are shown in Table 2.9.

Table 2.9
Literacy Rates (1961-1991)

<i>Year</i>	<i>Literacy Rate</i>		
	<i>Total</i>	<i>Male</i>	<i>Female</i>
1961	33.52	42.43	19.37
1971	43.59	51.64	31.11
1981	51.56	58.72	42.14
1991	73.74	79.68	66.22
	(52.11)*	(63.86)	(39.42)

* Figures in parentheses denote literacy rate at all-India level.

Source:- Basic Statistics 1992, Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

Though the female literacy rate has risen conspicuously during the thirty-year period, and in 1991 was almost double the all-India rate, concerted efforts are needed to eradicate the disparity between the male and female literacy rates in the islands. The literacy rates of the district of Andaman, as shown in Table 2.10, are higher than those of Nicobar District, comprising mainly tribals.

Table 2.10
District-wise Comparison of Literacy Rates (1991)

<i>UT/District</i>	<i>Literates (in %)</i>		
	<i>Total</i>	<i>Male</i>	<i>Female</i>
Andaman & Nicobar Islands			
Total	73.02	78.99	65.46
Urban	81.69	86.59	75.08
Rural	69.73	75.99	61.99
Andaman District			
Total	74.52	77.25	63.61
Urban	81.69	86.59	75.08
Rural	71.15	77.25	63.61
Nicobar District			
Total*	63.72	70.68	55.26

* The entire Nicobar is considered as rural area.

Source:- Statistical Database for Literacy, Final Population and Literacy—1991, Volume 2, National Institute of Adult Education, 1993.

Certain other selected indicators of educational development, vis-a-vis the union territory and All India at different points of time, are given in *Appendix II*.

Growth of Education

In the pre-independence era, the progress of education in Andaman and Nicobar Islands was slow and erratic. Being a penal settlement, the region lacked a tradition of education as well as the atmosphere conducive to educational development. Programmes of educational development were taken up in earnest by the authorities only after independence.

In 1975, when the first survey on educational administration was conducted in these islands, there were only 187 institutions in the region, of which 185 were schools. During the last two decades the number of schools has risen considerably. Details of the number of schools from 1975-76 to 1992-93, are shown in Table 2.11.

In Table 2.12 the enrolment of students at various educational levels and the annual growth rate during the period 1975-76 to 1992-93 are shown. Evidently, at all stages of education, the enrolment of students had risen during the period. In the case of girls, however, there was an exception in 1991 to 1993 when a negative growth rate of -0.5 was recorded at the secondary and senior secondary stages. The annual growth rate recorded for 1986-91 at all the educational stages, was lower than that in 1975-81 and 1981-86. A stage-wise analysis also reveals that enrolment increases were sharper at the secondary and senior secondary stages, with the annual growth rate being the highest in 1981-86 (16.5%). At the middle stage also, the annual growth rate was the highest during 1981-86 (10.9%). However, at the primary stage, the annual growth rate of enrolment decreased from 8.8 per cent during 1975-81 to 4.9 per cent and 2.5 per cent in 1981-86 and 1986-91, respectively.

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Table 2.11
Number of Schools (1975-76 to 1992-93)

<i>School</i>	<i>Number</i>				
	1975-76	1980-81	1985-86	1990-91	1992-93
Pre-Primary	—	—	—	21	23
Primary	156	175	181	186	188
Middle	33	34	43	41	46
Secondary	15*	11	20	29	29
Sr. secondary	—	14	24	37	41
All schools	204	234	268	293	327

* Senior secondary schools included.

- Sources:
1. Education in India, 1975-76, 1980-81 and 1985-86. Ministry of Human Resource Development, Government of India.
 2. Selected Educational Statistics, 1990-91 and 1992-93, Ministry of Human Resource Development, Department of Education, Government of India.
 3. Annual Report, 1993-94. Part 1. Ministry of Human Resource Development, Department of Education, Government of India, 1994.

The annual growth rate of girls was highest at the primary stage during 1975-81 (7.6%); in the subsequent years, while enrolment figures recorded an increase, the annual growth rate gradually dropped from 5.2 per cent in 1981-86 to 2.8 per cent in 1990-91, and rose to 5.6 again in 1992-93. In the higher stages of school education, as seen in the case of total enrolment, enrolment of girls was also maximum during 1981-86, being 12.6 per cent in case of the middle stage and 17.2 per cent in case of secondary and senior secondary stages. In terms of percentage, however, enrolment of girls was maximum in 1992-93, the figures at various educational stages having risen gradually over the period 1975 to 1993.

Table 2.12
Enrolment of Students by Stages (1975-76 to 1992-93)

Educational Stage	Enrolment					Annual Growth Rate			
	1975-76	1980-81	1985-86	1990-91	1992-93	1975-81	1981-86	1986-91	1991-93
Primary									
Total	18108	27607	35125	39812	43763	8.8	4.9	2.5	4.8
Girls	7987	12636	16326	18770	20927	7.6	5.2	2.8	5.6
	(44)*	(46)	(46.5)	(47)	(47.8)				
Middle									
Total	5141	8542	14332	17908	18384	10.6	10.9	4.5	1.3
Girls	2087	3456	6271	8022	8449	8.4	12.6	5.0	2.6
	(40.6)	(40.5)	(44)	(45)	(46)				
Sec/Sr. Secondary									
Total	2364	4375	9373	12214	12229	10.4	16.5	5.4	0.06
Girls	981	1787	3950	5583	5524	10.0	17.2	7.2	-0.5
	(41.5)	(40.8)	(42)	(46)	(45.2)				

* Figures in parentheses denote percentage of girls enrolled to total enrolment

- Sources:**
1. Education in India, 1975-76, 1980-81 and 1985-86, Ministry of Human Resource Development, Government of India.
 2. Selected Educational Statistics, 1990-91, Ministry of Human Resource Development, Department of Education, Government of India.
 3. Annual Report 1993-94, Part I. Ministry of Human Resource Development; Department of Education, Government of India, 1994.

The gross enrolment ratio during 1975-76 to 1992-93 is shown in Table 2.13. It is seen that at the primary education stage the GER was the highest during 1975-76 and dropped to 93.3 and 86.1 in case of the total and girls, respectively, in 1992-93. Till 1985-86 the GER at the territorial level was higher than that at the all-India level, but since 1990-91, the GER — both total and in case of girls, has been much below the national figures. At the upper primary education level the GER at the territorial level was higher than that recorded at the all-India level, and though it recorded a gradual increase till 1990-91,

Table 2.13
Gross Enrolment Ratio by Stages (1975-76 to 1992-93)

Educational Stage	Gross Enrolment Ratio							
	1975-76		1980-81		1985-86		1990-91	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Primary (Classes I-V)	117.9 (83.8)*	112.2 (66.1)	112.7 (80.5)	106.2 (64.1)	108.08 (95.62)	102.68 (79.24)	93.24 (101.63)	85.71 (85.97)
Middle (Classes VI-VII)	65.1 (36.7)	58.7 (23.9)	67.8 —	58.6 (28.6)	83.81 (48.96)	74.65 (35.34)	83.68 (46.13)	77.13 (60.11)
Sec/Sr. sec (Classes IX-XII)	26.1 (18.3)	29.2 (10.5)	28.8 (17.3)	25.5 (11.1)	47.58 (24.39)	43.89 (15.45)	**	**
							**	**

* Figures in parentheses denote GER at national level

** Not Available

Sources: 1. Education in India, 1975-76, 1980-81 and 1985-86. Ministry of Human Resource Development, Government of India.

2. Selected Educational Statistics, 1990-91, Ministry of Human Resource Development, Department of Education, Government of India.

3. Annual Report, 1993-94. Part I. Ministry of Human Resource Development, Department of Education, Government of India. 1994.

dropped in 1992-93. The GER at the primary education stage seems to indicate that to achieve the target of UEE, enrolment in classes I-V would have to be raised. At the same time, efforts would be needed to maintain the GER at the upper primary education level, even if a rise in the figures is hard to achieve.

In Table 2.14 the detailed statistics on teachers during 1975-76 to 1992-93 is given. It reveals that there has been a substantial rise in the number of teachers during the last eighteen years (annual growth rate being 5.6%). The percentage of trained teachers has shown a steady growth over the years. In fact, since independence a lot of attention has been paid to the training of teachers in the islands to raise the professional competence of locally available personnel aspiring to be teachers or already in the profession. In the early nineties, at all the stages of education the percentage of trained teachers was above 95 and considerably above the percentage at the all-India level.

Compared to the national averages, the pupil-teacher ratio in the islands were more favourable, as seen from Table 2.15, particularly in the primary schools indicating considerable scope for the expansion of schooling facilities at a lower cost.

Since the mid-seventies there has been a perceptible growth in the sphere of school education. However, the drop in the annual growth rate of enrolment in the post-primary stages and the low GER, are some of the problems requiring urgent attention.

Access to Education

The authorities of the Andaman and Nicobar Islands are trying to provide educational facilities to all segments of the population. However, effective access can only be possible for all when adequate funds are provided for textbooks, additional school buildings, science laboratories, etc. In spite of the shortage of such basic amenities, the authorities have succeeded in providing primary education facilities to a large percentage of the population. Details of provision of educational facilities in the rural areas is shown in Table 2.16.

Table 2. 14
Teachers In Institutions by Stages (1975-76 to 1992-93)

Year	No. of Teachers			Trained Teachers (%)**			Women Teachers (%)**		
	Pry.	Mid.	Sec.	Pry.	Mid.	Sec.	Pry.	Mid.	Sr. Sec.
1975-76	571	522	—	400*	89.0	84.0	—	82.0*	35.5
1980-81	714	625	—	422*	93.5	94.0	—	97.6*	32.5
1985-86	652	664	495	819	93.5	92.0	93.5	94.0	34.0
1990-91	724	700	660	1450	95.0	97.0	97.0	99.0	35.0
1992-93	769	749	—	2314*	97.0	97.0	99.0	98.0	38.6
									50.0
									50.0
									49.5
									41.0

* Secondary schools included.

** Figures recorded in 1992 are shown for 1992-93.

Sources:

1. Education in India, 1975-76, 1980-81 and 1985-86, Ministry of Human Resource Development, Government of India.
2. Selected Educational Statistics, 1990-91, Ministry of Human Resource Development, Department of Education, Government of India.
3. Annual Report, 1993-94. Part I, Ministry of Human Resource Development, Department of Education, Government of India. 1994.

Table 2.15
Average Number of Pupils per Teacher by Institutions (1975-76 to 1992)

<i>Institution</i>	<i>Average No. of Pupils per Teacher</i>				
	<i>1975-76</i>	<i>1980-81</i>	<i>1985-86</i>	<i>1990-91</i>	<i>1992</i>
Primary	19 (38)*	21 (38)	22 (42)	21 (42)	18 (31)
Middle	16 (30)	18 (33)	23 (35)	21 (37)	22 (29)
Secondary	—	21 (28)	22 (29)	21 (31)	21 (43)
Sr. secondary	16** (24)	19 (26)	22 (29)	19 (32)	21 (45)

* Figures in parentheses denote teacher-pupil ratio at the national level.

** Secondary schools included

Sources: 1. Education in India, Volume 1, 1975-76, 1980-81 and 1985-86. Ministry of Human Resource Development, Government of India.
 2. Selected Educational Statistics, 1990-91 and 1992-93. Ministry of Human Resource Development, Department of Education, Government of India.

Table 2.16
**Distance-wise Availability of Schooling Facilities
 in Rural Areas (1973-1986)**

<i>School</i>	<i>Percentage of Rural Population with Schooling Facilities</i>		
	<i>1973</i>	<i>1978</i>	<i>1986</i>
Primary (upto 1 km.)	71	82	83
Upper primary (upto 3 km.)	41	56	74
Secondary (upto 5 km.)	NA*	37	74
Senior secondary (upto 8 km.)	50	27	66

*There were no high schools in 1973.

Sources: 1. Third All India Survey, 1973-74, Educational Facilities and Enrolment (School Enrolment), NCERT, New Delhi, 1979.
 2. Fourth All India Educational Survey, 1978-79, NCERT New Delhi, 1982.
 3. Fifth All India Educational Survey, Volume I and II, NCERT, New Delhi, 1992.
 4. Education in India, Volume II, 1973-74. Ministry of Human Resource Development, Department of Education, Government of India, 1988

It is encouraging to note that since the early seventies, the availability of schooling facilities has improved perceptibly. In 1986, the percentage of rural population served by schooling facilities was 83 in case of primary schools upto a distance of 1 km., 76 in case of upper primary school upto a distance of 5 km. and 66 in case of higher secondary schools upto a distance of 8 km.

Details of the facilities available to the population in respect of primary schools or sections, is shown in Table 2.17.

Table 2.17
Facilities of Primary Schools/Sections (1986)

<i>Distance</i>	<i>Population Served by Primary School / Section (in %)*</i>
— Within the habitation	68 (80)**
— Upto 0.5 km but not within the habitation	4 (7)
— 0.6 to 1 km.	10 (7)
— Upto 1.0 km.	83 (94)
— 1.1 to 1.5 km.	4 (2)
— 1.6 to 2 km.	4 (2)
— Upto 2.0 km.	41 (98)
— More than 2 km.	9 (1)

* Only rural population considered.

** Figures in parentheses denote average at the all-India level.

Source: Fifth All India Educational Survey: A Concise Report, NCERT, 1990.

From Table 2.17 it is seen that in 1986, 41 per cent of the population was served by primary education facilities within a distance of 2 km. from their habitation and 83 per cent could avail of such facilities within 1 km. of their habitation. Of the islands' population, 68 per cent had primary schools or sections within their habitation. With regard to facilities for middle stage education, 40 per cent of the population had upper primary schools/sections within their habitation, 73 per cent had to go upto 3.0 km. from their habitation and 82.5 per cent had to go upto a distance of 5.0 km. from the habitation to benefit

from this facility. Sustained and conscious efforts are needed to raise the percentage of population availing of these provisions by providing them with these facilities within close physical proximity of their habitations.

The union territory has endeavoured to provide its people with access to secondary and senior secondary education, details of which are shown in Table 2.18.

Table 2.18
Rural Population with Provision for Secondary and
Senior Secondary Schools/Section (1986)

<i>Distance of School/Section</i>	<i>Population (%) Served by Facilities of</i>	
	<i>Secondary School/Section</i>	<i>Sr. Secondary School/Section</i>
— Within the habitation	25(18)*	16(4)
— Upto 2 km.	22(21.5)	16(8)
— 2.1 to 4.0 km.	15.5(25)	11(13)
— 4.1 to 6.0 km.	11(15.5)	14(14)
— 6.1 to 8.0 km.	8(7)	8(11)
— Upto 8 km.	82(86.5)	65.5(51)
— More than 8 km.	18(13.5)	34.5(49)

* Figures in parentheses denote percentage at the national level.

Source: Fifth All India Educational Survey: A Concise Report, NCERT. 1990.

Technical Education

The union territory is making serious efforts to raise the technical competence of the local people and make the islands self reliant in respect of the required skills. In the sector of technical education there are two polytechnics which provide training in Electrical, Mechanical, Civil and Electronics Engineering as well as in Hotel Management. There is an Industrial Training Institute (ITI) with training facilities in Civil and Mechanical Engineering, radio and television servicing and stenography.

Adult Education

Adult education has always been prioritised in the islands' educational plans and programmes. In 1986, there were 286 adult education centres in the union territory which functioned under the banner of the Rural Functional Literacy Programme (RFLP) and State Adult Education Programme (SAEP). Each of the two districts of Andaman and Nicobar had 100 and 55 RFLP centres and 80 and 51 SAEP centres, respectively. Of these, slightly more than 50 per cent of the centres were only for women. There were 6,312 adult learners enrolled in these centres and during 1987-88, 46 per cent of them completed the course successfully. In 1991, RFLP closed down and was replaced by the Mass Programme for Functional Literacy (MPFL) —which was first adopted in 1986-87. In the MPFL project each student volunteer is supposed to teach at least one illiterate person. The CBSE, in its secondary and senior secondary schools, has introduced MPFL courses as work experience activity since 1991. In all the schools, the islands' Directorate of Education introduced this scheme and all students of classes IX-XI took literacy classes under the scheme of 'Each One Teach One' — which formed a component of the curriculum. This project continued upto 1992-93 academic session and was substituted by the Special Adult Education Drive (SALD) programme which is being implemented now through the schools. The union territory has not yet set up any committee to monitor this programme. The Directorate of Education and the Adult Education Cell are responsible for monitoring the progress of the project, which also provides teaching-learning materials to schools and training and guidance to the student volunteers and teachers.

A Literacy Mission Authority has been established for the islands. In addition, for post-literacy and continuing education, Jana Shikshan Nilayams (JSNs) also function in the islands. For the Eighth Plan period Rs 0.34 crores, which is 0.61 per cent of the total amount sanctioned, has been approved for adult education.

So far, the administration has succeeded in achieving 82 per cent literacy in the age-group 15-35 years. In Table 2.19 the total number of adult education centres as well as the number of persons made literate upto March 1994, is shown.

Table 2.19
Statistics on Adult Education (1994)

<i>Project</i>	<i>No. of Adult Education Centres</i>	<i>No. of Persons Made Literate*</i>
— RFL Project I & II	200]]	24,901 (54) **
— SAE Project I & II	200]	
— SALD Project]	Voluntary	6,612 (57)
— MPFL Project]	Based	3,624 (55)
Total		34637 (54)

* Upto March 1994.

** Figures in parentheses denote percentage of females to total number of literates.

RFL - Rural Functional Literacy; SALD-Special Adult Education Drive
SAE - State Adult Education; MPFL- Mass Programme for Functional Literacy
Source: Andaman and Nicobar Administration Secretariat, 1994.

By 2000, the goal is to make literate the entire population of the territory belonging to the 15-35 age-group. In order to achieve this target, it is essential for the administration to evolve a suitable action plan. For successful implementation of the action plan, the administration proposes to divide the total literacy campaign into two main components : a) Adult Education and b) Non-formal Education, as it is essential to bear in mind the basic differences between adult and child learners. The administration has proposed the inclusion of certain components in the action plan which includes;

(a) the identification, motivation and mobilisation of learners and student volunteers; (b) training of master trainers, teachers and volunteers as also non-formal education instructors and supervisors; (c) teaching-learning materials; (d) monitoring and evaluation ; and (e) post-literacy and continuing education.

Chapter 3

Legal Basis of Education

The political history of Andaman and Nicobar Islands is rather chequered, and is to some extent reflected in the educational administrative machinery of the region. This machinery derives its powers from the various acts, codes, rules and regulations which are made applicable to the territory by special notifications of the government issued from time to time. Some of the important legal provisions made applicable to the islands are as follows:

Andaman and Nicobar Islands (Primary Education) Regulation, 1959

This regulation provides the administration with the power to introduce free, compulsory primary education and states that every guardian must send his ward to a recognised school unless there is a valid reason for not doing so. The monthly working days and the daily hours for which a child has to go to school is to be specified in writing by the Administrator. No fees is to be levied on any child attending a recognised school for obtaining primary education. The child may, in certain cases, be excused from attending school, for reasons deemed to be reasonable excuse for the purpose of this regulation.

If an attendance officer—that is a person appointed by the islands' administration to ensure, in respect of a specific area, the attendance in schools of all children in the age-group 6-11 years, finds any guardian not sending his ward to school for obtaining primary education or that a child is being employed by any person during the hours specified for school attendance, then he has the duty to warn the latter so that he

sends the child to school. If the guardian or the employer does not comply with the warning within a week of receiving it, then he may be penalised with a fine amounting upto fifty rupees. The officer may also discontinue the child's employment within seven days of issue of the warning.

By this regulation, the Administrator has the power to authorise, by notification in the Official Gazette, any officer or person to exercise all or any of the powers conferred on him by this regulation barring the power to make rules. He may, by notification in the Official Gazette, make rules to implement this regulation and may direct that a breach of any provision is liable to be punished with a fine amounting upto fifty rupees.

Delhi Education Code, 1965

The duties and functions of different categories of officers and the rules under which private institutions can be given recognition and paid grants-in-aid, are specified in this code. Other details in this code include: (a) provision for collection and utilisation of fees, (b) payment of scholarship and other assistance to pupils, (c) procedure for recruitment of employees, (d) principles of supervision and inspection of educational institutions, and (e) questions related to the structure of education, educational ladder, medium of instruction, school working hours, discipline, punishment, school libraries, examinations, records, physical facilities, etc.

By issuing special notifications, the Government of India or the Administrator of the union territory may form certain consultative and advisory bodies to deal with educational matters. For example, in the past, the following committees were formed:

1. Advisory Committee to the Minister of Home Affairs formed by the Government of India in 1972 with regard to administration involving general questions of policy and the economic, social, cultural and educational development of the islands as also the general welfare of the people;
2. Education Advisory Committee constituted by the Administrator of Andaman and Nicobar Islands in 1972 to advise the administration on educational matters involving general policy matters;

3. The Andaman and Nicobar Development Authority formed in 1987 for better organisation and development of school education;
4. A High Power Implementation Committee formed in 1987, under the chairmanship of the Chief Secretary of the Andaman and Nicobar Islands, in regard to the educational administrative machinery of the islands; and
5. The Review Committee formed in 1987 under the chairmanship of the Counsellor of Education, Andaman and Nicobar Islands, for the betterment of the academic environment in the islands.

Other than these, in every village in 1988, a Village Education Committee was formed by the concerned authorities of the union territory for school and community participation and overall improvement of rural schools.

Delhi School Education Act, 1973

This act provides for better organisation and development of school education and for all related matters. It provides to the Administrator of the islands power related to the control of school education, and also envisages the conditions, procedure, etc., for granting recognition and aids to the private schools. The terms and conditions of the service of employees of recognised private schools are laid down in this act which authorises the prescription of a code of conduct for them. The circumstances under which the administration can take over the management of private schools has also been specified. However, these provisions are not applicable to the minority schools which are established and administered by a minority having the right to do so under the Indian Constitution's clause (i) of Article 30. The act also specifies the provisions for regulating qualifications, pay scales, conduct et al of employees of recognised un-aided private schools.

Rules regarding admission and withdrawal of pupils to and from schools, collection and operation of fees and funds are also dealt with in the act.

The act provides protection to the Administrator or any person who has been delegated the authority for implementing the provisions of the

act. No civil court has any authority in respect of any matter over which the Administrator or his delegate has been empowered by the act to exercise power; neither can any injunction be granted by any civil court on any activity performed or intended to be performed under this act.

The Financial Rules and Service Rules as also certain other rules and regulations which are applicable to the central government employees are applicable to the employees of the union territory. As conditions prevalent in the islands are very different to those in the mainland, it is imperative now for the islands' authority to consider framing their own legal documents instead of following the Delhi Education Code, 1965 and the Delhi School Education Act, 1973.

Chapter 4

Educational Policy and Programmes

The union territory does not have any policy statement or white paper of its own as yet, and it follows the directives issued by the Government of India from time to time, for bringing about quantitative and qualitative improvements in education, keeping in focus the national aims and objectives.

The administration of the islands has adopted the National Policy on Education (1986) and is implementing it with certain major concerns in view, such as : (a) equity and social justice; (b) decentralisation of educational management at all levels; (c) establishment of a participative educational order; (d) inculcation of values; and (e) empowerment for work.

Aims

The major objectives of education in the islands are:

- implementation of the salient features of the National Policy on Education;
- achievement of the goal of universal primary education (UPE);
- provision of equal educational opportunity to deprived groups including the scheduled tribes and women;
- adoption of the learner-centred approach;
- implementation of value oriented education;
- promotion of national integration, international understanding and human rights;

- development of strategies for institutional planning and management;
- acceleration of community participation for educational development;
- implementation of the concept of 'school complex';
- implementation of the scheme of Operation Blackboard (OB) for qualitative improvement of primary education; and
- making use of mass media and technology in education.

The tasks which have to be undertaken by the administration for achieving the educational aims and objectives of the islands have been incorporated in the proposals for the Eighth Five-Year Plan. In the light of the National Policy on Education, the thrust areas of education in the islands have been identified. Certain steps have been taken to implement the Programme of Action. Teachers are being encouraged to play their role properly and are being provided with intensive training to improve their professional competence. A District English Teaching Centre (DETC) has been established. In-service programmes and refresher courses have been organised at regular intervals for the teachers and educational administrators since 1987-89; the teachers have also been provided with mass orientation and training for sensitising them to their emerging roles.

Free and compulsory education is being provided to all children upto 14 years of age; children at all stages of school education are given free education. Primary schools have been established in all the habitations with a population of fifty. Financial allocations have been made for effective implementation of the 'OB' scheme in addition to the amount expended for providing primary schools with a second teacher and also with physical facilities as specified in the 'OB' scheme. The needs of the disadvantaged and underprivileged are being attended to. Tribal children are being provided with free of cost remedial coaching in classes which are held after school hours. They are also being provided with hostel facilities. Teachers have been recruited from among tribals and a provision has been made for certain relaxations in the recruitment formalities.

The educational development of the predominantly tribal district of Nicobar is being taken up in a phased manner. A large percentage of children belonging to the scheduled tribes are being provided with

facilities for social mobility and progress at an equal pace with the other communities. The education of children with mild physical disabilities and mental retardation as also those who are orthopaedically handicapped, have been undertaken through the establishment of integrated classes, resource room facilities and laboratories. A common core has been introduced in accordance with the national curricular framework and as a pilot project, selected institutions have introduced various new programmes—both in the general academic and the vocational streams. The students are given scholarships for studying certain courses for which there is no provision in the union territory. At present over a thousand students, including tribal children, receive such scholarships.

Village education committees (VEC) have been set up recently for effective involvement of the village communities. This has helped to reduce student absenteeism and dropouts, improved the relevance of education and provided a greater access to community resources.

The effective mobilisation and subsequent utilisation of existing physical facilities is being attempted. The content and process of curriculum transaction have been improved under the guidance of an expert team from NCERT. New textbooks, instructional materials and teachers' guides have been developed with the help of local resources. A variety of services and activities have been undertaken by all educational institutions to provide effective teaching-learning experience to the learners. Arrangements have been made to provide teachers with in-service training in the new areas. The proposal for the establishment of a District Institute of Elementary Teachers (DIET) is being considered. For enhancing the professional competence of teachers, efforts are being made to organise workshops with the help of local resources. In 1990-91 training programmes were arranged for teachers for improving the process of pupil evaluation. The major policy and programmes in the various sectors of education and the progress achieved so far, are as follows:

Pre-primary Education

A study of the enrolment of students at the pre-primary stage, as shown in Table 4.1, reveals that from 1988-89 to 1992-93 student enrolment at the pre-primary stage increased at an annual rate of 3.75 per cent.

Table 4.1
Student Enrolment at Pre-primary Stage (1988-1993)

Category	Year				
	1992-93	1991-92	1990-91	1989-90	1988-89
Total	3582	3561	3683	3649	3293
Girls	1702 (47.5)*	1681 (47.2)	1770 (48.0)	1704 (46.7)	1534 (46.6)

* Figures in parentheses denote percentage of girls enrolled to total enrolment.

Source: Selected Educational Statistics, 1988-89, 1989-90, 1990-91, 1991-92 and 1992-93. Ministry of Human Resource Development, Department of Education, Government of India.

The administration proposes to develop programmes for promoting pre-primary education; these will include among others—the development of indigenous models of pre-primary education; training of teachers; preparation and production of materials as also carrying out researches and experiments; and liaison with other government and non-government organisations.

Elementary Education

In the islands, the specific objectives of primary education are: (a) to achieve UPE; (b) to implement the 'OB' scheme; (c) to develop and innovate teaching strategies relevant to the needs and abilities of elementary school-going students; (d) to help, through special support programmes, the integration of disabled children with normal ones; (e) to introduce a continuous and comprehensive evaluation at the primary level; (f) to promote an understanding of the environment and its protection; (g) to understand the concept of work experience programme and involve the students—individually and in groups; (h) to develop a broader understanding of 'art' as a discipline and its implications for promoting creativity; (i) to develop competence in Hindi as the first language; (j) to introduce, where necessary, multiple class teaching; (k) to develop mathematical competence as well as proficiency in languages and (l) to introduce Health and Physical

Education. Enrolment in the primary and middle school stages during the period 1988-89 to 1992-93 is shown in Table 4.2.

Table 4.2
Stage-wise Enrolment of Students (1988-1993)

<i>Educational Stage</i>	<i>Enrolment</i>				
	<i>1988-89</i>	<i>1989-90</i>	<i>1990-91</i>	<i>1991-92</i>	<i>1992-93</i>
Primary	37,176 (47)	38,858 (47)	39,812 (47)	41,380 (47)	43,763 (48)
Middle	17,451 (44)	17,940 (45)	17,908 (45)	18,442 (45)	18,384 (46)

* Figures in parentheses denote percentage of girls' enrolment to total enrolment at these two stages.

Source: Selected Educational Statistics, 1988-89, 1989-90, 1990-91, 1991-92 and 1992-93, Ministry of Human Resource Development, Department of Education, Government of India.

During the period 1988-89 to 1992-1993, there was a considerable increase in the enrolment of students at the primary education stage, the recorded annual growth rate being 3.3 per cent; at the middle school stage too, an annual growth of one per cent was recorded. At both the stages, however, girls' enrolment increased marginally.

The gross enrolment ratios for students at the primary and middle school stages during 1988-89 to 1992-93 is shown in Table 4.3.

Table 4.3
Gross Enrolment Ratio

<i>Educational Stage</i>	<i>Gross Enrolment Ratio</i>				
	<i>1988-89</i>	<i>1989-90</i>	<i>1990-91</i>	<i>1991-92</i>	<i>1992-93</i>
Primary	97.32	95.71	93.24	92.37	93.30
Middle	90.89	88.37	83.68	81.96	77.90

Sources:

1. Indicators of School Education in India, NIEPA.
2. Selected Educational Statistics 1988-89, 1989-90, 1990-91, 1991-92 and 1992-93. Ministry of Human Resource Development, Department of Education, Government of India.

As evident from Table 4.3, there was a gradual drop in the GER at the primary and the middle school stages from 1988-89 to 1991-92; though in case of primary school stage the figure recorded a slight increase in 1992-93, at the middle school stage it dropped to 77.9. This seems to indicate that much more attention is required in this area if the target of universal elementary education is to be achieved in the near future.

A number of incentives are being provided to children at the elementary school stage to motivate them to study and also to retain them in the schools. These schemes include: (a) free mid-day meal to all students upto class VIII, (b) free uniforms, (c) attendance scholarships to all tribal students upto class VIII and (d) free textbooks and stationery.

In 1992-93, there were 190 primary schools and 44 middle schools in the islands. Considerable expansion has taken place at the elementary education stage. In spite of the achievement in terms of increased enrolment, the union territory has still to go a long way before it can fulfil the target of universal elementary education. One of the main difficulties is that of providing all children with access to education, that is, making available to all children educational facilities within easy walking distance. Due to the geographical and demographic peculiarities, locational planning in the islands is difficult and consequently, during 1986, a large number of habitations constituting 17 per cent of the population in case of primary and 26.5 per cent in case of middle stage education, were identified as devoid of schooling facilities within reasonable walking distance of the children. To overcome this difficulty, the Directorate of Education has established an 'Ashram School' for the tribal children and has also started non-formal education centres. Other alternative measures like the system of peripatetic teachers have been contemplated but were not found to be feasible in the islands due to the long distance between the small-sized habitations, linguistic heterogeneity of the population and problems of inter-island transport.

In the union territory, multi-media instruction is being given in a majority (90%) of elementary schools. At the primary level arrangements have been made to impart instruction to all the students in their mother-tongue. Some of the schools have four or five

instructional media. The multi-media instruction has led to various problems regarding printing and publishing of textbooks in different languages. The Bengali medium schools follow the pattern of elementary schools in West Bengal, Tamil schools follow the pattern of Tamil Nadu and Hindi medium ones follow the NCERT pattern. Children of these schools are often made to study about unfamiliar objects and concepts typical of states in the mainland. Neither the students nor the teachers are acquainted with the medium of instructions other than their own mother tongue. Daily supervision by the institutional heads also become a problem.

For qualitative improvement of elementary education in the islands, the scheme of 'OB' was introduced in the elementary schools. In 1991-92, Rs 3.82 lakhs was released as assistance to the union territory for implementation of this scheme.

Other than this, there are certain factors impeding the progress of elementary education in the islands. These include: (a) a shortage of teachers in Mathematics and Science, (b) an absence of quality improvement programmes and schemes for teacher motivation and (c) the lack of innovative practices.

At present, in the islands there are approximately 45,000 children belonging to the 6-14 years age group; of this, about 80 per cent have already been covered by the Elementary Education Programme. The administration proposes to achieve full enrolment in elementary education by the end of the Eighth Plan but, the main hurdle in the achievement of this target is the multiplicity of languages spoken by the people because of which multiple media like Hindi, English, Tamil, Punjabi and Malayalam have to be introduced. At present, in accordance with the administration's policy, the students at the elementary stage of education have the option of selecting English plus any two other languages. The Working Group of the Planning Commission has also suggested that teachers' quarters be constructed because due to the poor transport facilities, elementary stage teachers find movement difficult. Therefore, out of a total of Rs 6.55 crores proposed by the union territory, Rs 1.50 crores has been earmarked for the construction of teachers' quarters, which, according to the suggestions of the Working Group, is to be taken up in a phased manner. The group has also stressed the need for primary schooling facilities in places where they

are available within a radius of 1 km. The island's administration also envisages a scheme for the establishment of a District Institute for Elementary Teachers (DIET) to look after the training and other related needs of the elementary school teachers.

Non-Formal Education

It is not possible for the union territory to achieve the target of universal elementary education by means of formal education only, as many children, for some reason or the other, find it difficult to go to school on a regular basis. To fulfil the constitutional directive of universalisation of elementary education, non-formal education as an alternative system is regarded as being of great significance for the islands. The union territory has established, in the rural areas, centres for non-formal education for those children who find it difficult to attend school regularly and adhere to the rigid school hours and also for those who have dropped out of the formal schooling system. Simultaneously with their job of providing education to these children, the centres provide remedial teaching for slow learners. The weak students from regular schools are also allowed to attend these classes. In the tribal areas, special coaching classes are organised in the school after the normal school hours. Children attending these classes/centres are provided with free boarding and lodging facilities from January to March every year with a view to enable them to pass the annual examination held in March.

In 1986, there were 44 non-formal education centres at the primary level; the enrolment of students was 1,277 of which 45 per cent were girls. There were, however, no such centres at the upper primary education level. It has been observed that in subsequent years the number of enrolment dwindled in each successive higher class; for instance, in 1987-88, from an enrolment of 454 in class I, it reduced to 17 in class V. At present, there are 34 NFE centres each of which is run by a part-time teacher who is assisted by an attendant. During the annual plan of 1994-95, the union territory proposes to open 20 additional NFE centres for children in the 6-11 years age-group.

Secondary Education

Secondary education is imparted in two stages—classes IX and X

constitute the secondary stage and classes XI and XII form the senior secondary stage. The secondary and senior secondary schools, a majority of which are under government management, are affiliated to the Central Board of Secondary Education (CBSE). The main objectives of the islands with regard to secondary education are as follows: (a) development of teaching strategies based on the needs and problems of adolescents; (b) assistance to teachers for preparing the tools and techniques of evaluation; (c) assistance to the adolescents for comprehension of the salient features and issues of the contemporary world; (d) facilitating teaching of the second language; (e) linking science to daily life and developing new methods of teaching science; (f) setting up laboratories in each and every secondary/senior secondary school and introducing activity-oriented lesson strategies; (g) organising teacher's training through School Based In-service Teachers Education (SBINSET); and (h) developing healthy minds in healthy bodies of the adolescent students through participation in games and sports.

In 1992-93, the number of secondary and senior secondary schools in the islands were 29 and 41, respectively. In the secondary schools, enrolment was 14,203 with 46 per cent of girls' enrolment; the number of teachers were 660 of which 99 per cent were trained. There were 22 pupils per teacher. In the senior secondary schools, enrolment was 29,850, percentage of girls' enrolment being 46. The total number of teachers was 1,654 of which 98 per cent were trained. The teacher-pupil ratio was 1:18. In comparison to many states and the country in general, the union territory is in a better position in respect of trained teachers and teacher-pupil ratio.

For students who live in remote areas, the administration has made provisions of hostel facilities. In 1990, 17 secondary/senior secondary schools had hostel facilities; of these, five had a separate hostel for girls. From these statistics, the progress made by the islands in terms of quantity in secondary and senior secondary education is obvious. In terms of quality, however, a lot is still to be achieved.

Vocational Education and Work Experience

One of the major aims of secondary education is to prepare the adolescent students for different vocations in life, as this is the terminal

stage for many students, who after completion of secondary education enter life and start a vocation. According to the National Policy on Education which emphasises the introduction of systematic, well-planned and rigorously implemented programmes of vocational education, vocational courses have been introduced at the +2 stage in the Andaman and Nicobar Islands and work experience has been introduced in the form of Socially Useful Productive Work (SUPW) at the elementary and post-elementary education stages, particularly in classes VII and VIII in the schools affiliated to CBSE. The following programmes of vocational education have been implemented at various stages of education :

Elementary Stage: At the primary stage of education (classes I to V), though SUPW forms an integral part of the curriculum, the actual realisation of its objectives — both in coverage and quality, is still a distant dream. At the middle school stage (classes VI to VIII), SUPW programmes aim at developing desirable attitudes, confidence and adequate psycho-motor skills of students who are to enter the world of work directly or through certain vocational training courses.

Secondary Stage: Like other states and union territories, Andaman and Nicobar Islands envisages the SUPW programmes at the secondary school stage (classes IX and X) as a linear extension of the programme at the middle school stage. The activities at this stage are expected to enable students to choose, with better appreciation and understanding, the different vocational programmes at the +2 level. Since a significant number of students drop out after this stage, these programmes have been designed to enable them to choose a suitable occupation before they leave school. Such pre-vocational courses which include subjects like carpentry, cane work, agricultural work, tailoring, embroidery, sea-shell work, etc., are taught by teachers with specific skills and competence.

Senior Secondary Stage: At the senior secondary stage (classes XI and XII) vocational courses have so far been started in three schools for preparing students for various vocations such as fisheries, beautician, stenography, etc. In the Annual Plan 1994-95, the administration proposes to implement vocational courses in one school at Car Nicobar with an intake capacity of 20 students, and include subjects like horticulture, fisheries, secretarial services, etc. The introduction of

some health related courses under the vocational education scheme are also being considered.

Despite deliberate efforts of the administration to vocationalise education at the +2 stage, progress in this sphere appears to be slow. The reasons for this may be attributed to various factors such as : (a) the lack of proper on-the-job training facilities; (b) the lack of recognition of vocational courses both for employment as well as for vertical and horizontal mobility; and (c) the lack of proper job opportunities for students after the completion of these courses.

It is felt that a survey of skill-needs would be helpful, particularly in potential areas such as coconut plantation, coir-based industry, fishery, techno-marine issues, forestry and timber industry and other occupations suitable and relevant to life in the islands.

Teacher Education

At the time of independence, the percentage of trained school teachers in the islands was below 20. When planned development was first introduced in the islands during the mid-fifties, the percentage of untrained teachers was found to be on the increase. With a view to clear the enormous backlog of untrained teachers and ensure a steady flow of trained teachers to primary schools, on the recommendations of Shri. A.N. Basu Committee (1955), a junior basic training school was established in 1958-59 at Port Blair. In the initial stage, only in-service training was imparted to the untrained teachers; from 1969-70, this institute started pre-service training courses of two-year duration for matriculate pre-primary teachers and also those with secondary school leaving certificate. At present, it also provides a one-year B.Ed course.

The islands' administration had imposed a restriction on the recruitment of teachers on a permanent basis from the mainland. This and certain other factors discouraged qualified teachers from the mainland to seek employment in the region. In order to solve the problem of providing trained local teachers at the post-elementary education level, the administration started a training college at Port Blair in 1981. This college, which is affiliated to the Punjab University, imparts teachers' training to graduate/post-graduate men and women and also awards the B.Ed. degree to successful candidates.

The training provided in the islands by the Teacher's Training Institute (TTI) and the B Ed College, has proved to be popular. In 1989-90, there were 139 students at the TTI, of which, 58 per cent were women; at the B.Ed college there were 80 students, of which, 72.5 per cent were women.

A State Institute of Education (SIE) has also been set-up in the islands and it is responsible for conducting teachers' training programmes independently or in collaboration with the NCERT. Short-term orientation courses are also conducted for teachers to acquaint them with the new trends in the methods of assessment, institutional planning, teaching and organisation of co-curricular activities. The different units/cells of the SIE which conduct these training programmes are: (a) District Centre For English Teaching(DCERT) which is recognised by the CIEFL and imparts training in teaching English and (b) IED Cell which is under the centrally sponsored scheme of the Ministry of Human Resource Development. It provides training to Primary School Resource Teachers (PSRT) who deal with disabled children. In addition to these, short-term training programmes are also organised for: (a) preparation of audio-visual aids and educational toys, (b) use of environmental resources in teaching, (c) use of science kits, (d) evaluation and measurement of scholastic achievement, (e) institutional planning and (f) tribal dialects and languages.

In addition to these activities in the sphere of teachers' training, the islands' authorities, through the Directorate of Education, provides in-service training to primary and secondary school teachers. Experts from the Regional College for Education (RCE), Bhubaneswar, provide help and guidance to teachers and organise training courses for them every year either in the islands or in the mainland. Every three years, a teacher is provided with the opportunity for such training.

For the first time in 1989-90, teachers in the union territory who had completed Junior Basic training (JBT) that year, failed to get employment in the islands. The magnitude of the problem of unemployed, trained teachers is clear from Table 4.4.

Table 4.4
Unemployed Trained Teachers by Category

<i>Professional Training</i>	<i>Category of Teacher</i>	<i>No. of Unemployed Trained Teachers</i>
B.Ed/B T	Graduate trained teacher(GTT)	453
J B T	Primary school teachers(PST)	135
B.P. Ed.	Physical Education teacher(PET)	114

Source: Directorate of Education, Andaman and Nicobar Islands, 1992.

Consequently, from 1990-91, admission to the first year of the JBT course has been suspended. In recent years, trained teachers with a B.Ed degree have also been unable to find employment in the islands. To meet this situation, the administration has imposed certain restrictions on admission to the B.Ed college at Port Blair.

The officers at the Directorate have expressed the view that there is an urgent need for revamping the existent teachers' education programme as the training programmes are too examination oriented and the competence of the prospective teachers in the sphere of curriculum transaction, teaching methods, learning skills, etc., are not adequately developed.

A Consultative Workshop on Educational Planning and Management in the union territory was held in the islands in November 1993. It was organised by NIEPA in collaboration with the islands' authorities. The workshop focused on the issue that facilities for in-service training and development in respect of teachers at the secondary level are poor and that the college imparting B.Ed training needs to be strengthened. It was recommended that the SIE be urgently upgraded to the State Council of Educational Research and Training (SCERT), with adequate staff. It also suggested that: (a) for in-service programmes and other academic issues at the secondary education stage, it is necessary to establish a separate Secondary Education Centre (SEC) in the proposed SCERT; (b) field resource centres should be set up for meeting the in-service training needs of the teachers in far flung islands

and may have experts in subjects like Science and Mathematics; and (c) the District Centre for English, now under the SIE, may be located in the proposed SEC and may continue to satisfy the needs of teachers teaching English as a subject.

A DIET to cater to the needs of the elementary school teachers has been sanctioned by the central government and it is proposed to ultimately take over the primary-level Teachers' Training Institute. This institute is supposed to provide two years of pre-service education to the elementary stage teachers as well as in-service education for teachers and field-functionaries at the elementary education level.

Adult Education

The administration has been making concerted efforts to eradicate adult illiteracy from the islands by providing programmes in adult literacy, post literacy and continuing education to neo-literates through the 25 Jana Shikshan Nilayams (JSNs). Every year the administration has been enrolling about 2,000 adult learners with the intention of making them literate through volunteer-based programmes during the Eighth Plan. It is encouraging to note that in the last few decades the growth of literacy has been quite marked in the islands—from 43.6 per cent in 1971, the percentage of literacy rose to 73.02 in 1991. In Andaman District the literacy rate is 74.5, while in the Nicobar district, it is 63.7. Female literacy in the islands is 65.5, that in the two districts of Andaman and Nicobar it is 67.2 and 55.3, respectively. Adult education centres for men and women have been established. The details of such centres in the districts is shown in Table 4.5.

The authorities are strengthening the existing projects of adult literacy with special emphasis on the follow-up programmes and the qualitative improvement of instructional materials. Several sub-projects have been linked to the 'Mahila Mandal' and 'Functional Literacy' programmes. A 'Special Adult Literacy Drive Project' (SALD) has been recently incorporated into the Adult Education Programme. Programmes for illiterate adult women are being given special consideration. A series of workshops, seminars, etc., have been organised to find out and adopt appropriate strategies for the eradication of adult illiteracy in the shortest time possible. The Adult Education Cell in the Directorate of Education has conducted a series

of experiments in this field. The Working Group of the Planning Commission has recommended the opening of five new JSNs to meet the needs of all the panchayats and isolated tribal villages in the islands; it has also recommended an enhanced outlay of Rs 6.15 lakhs for the annual plan of 1994-95.

Table 4.5
Adult Education Centres by Districts

Year	No. of Centres		Enrolment	
	Andaman District	Nicobar District	Andaman District	Nicobar District
1987-88	211	121	4105 (63)*	2245 (46)
1989-90	240	160	6027 (57)	2697 (46)
1990-91	171	89	3368 (59)	1485 (48.0)

* Figures in parentheses denote percentage of enrolment of women to total enrolment.

- Sources: 1. Statistical Handbook on Andaman District, 1991. Statistical Bureau, Andaman and Nicobar Administration, Port Blair.
2. Statistical Handbook on Nicobar District, 1991. Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

Technical and Higher Education

To provide technical education facilities, there are two polytechnics in the union territory offering engineering courses. In 1983-84, the first polytechnic with a capacity to take in 40 students per session and to provide courses in Civil, Mechanical and Electrical engineering, was established at Port Blair. In recent years a second polytechnic has been started and it provides facilities for training in Electronics and Hotel Management. To provide training in craftsmanship, an Industrial Training Institute (ITI) with provision for training to meet the local vocational needs, was established in 1988-89. The enrolment in 1991 in the polytechnics was 143; of this, the percentage of girls' enrolment was 31; enrolment in the ITI was 133 with that of girls being 26 per cent. Seats in those courses for which

facilities are not available in the islands, have also been provided in certain polytechnics and engineering colleges in other states of the country for students of the islands.

In the union territory 80 per cent of the area is covered with dense forests from which good quality timber and wood are available. The seas surrounding the islands have rich marine wealth. Therefore, it will be advantageous for the islands to provide in the polytechnics and the ITI, courses in preservation and exploitation of the rich forest and marine resources.

The union territory has two colleges to provide higher education. The college at Port Blair imparts education at the Bachelor's degree level in Science, Humanities and Commerce and at the post-graduate level in Humanities only. Since limited subjects are being taught, it is essential now to consider certain changes and introduce new subjects to keep pace with the changes in the world and also for proper exploitation of the islands' marine and forest wealth.

Other Programmes

Other programmes being implemented in the islands in accordance with the recommendations of the NPE include:

1. *Navodaya Vidyalayas*: Two navodaya vidyalayas—one at Andaman and the other at Nicobar Islands have started functioning from 1986-87.
2. *Early Childhood Care and Education (ECCE)*: Centres for early childhood care and education function in the islands under the administrative control of the Integrated Child Development Scheme (ICDS). The Directorate of Education co-ordinates the programme and develops the perspective plan for ECCE; it assists the local committees and groups by arranging training programmes and supplying educational and other materials. Till 1990, free schooling facilities had been provided to 8,215 children by opening 'anganwadis', pre-primary sections and 'balwadis' in the different areas of the union territory. In 1991, the number of ECCE centres was 23 and the villages with a minimum population of 100, were covered by the programme. The social workers who conduct classes in 'anganwadis' have been trained at the Nodal

Training Centre, Port Blair. So far, training has been provided to anganwadi workers only; the Eighth Plan has provisions for providing training to the helpers too.

As a part of the Early Childhood Care and Education Programme it is proposed during the Eighth Plan period to : (a) establish twenty childhood care centres in the different islands ; (b) enrol 1,200 children in the relevant age group ; (c) appoint the required number of staff; and (d) provide pre-school facilities.

Chapter 5

Organisation and Administration

The union territory is unique in its geographical location and topography and has a chequered and colourful past. All these factors have influenced the islands' administrative system, with reflections in the system of educational administration.

Historical Backdrop

Due to their location and remoteness, Andaman and Nicobar Islands were a natural prison and hence selected by the British Raj as a penal settlement in 1792. After 1857, a large number of the participants in the Indian independence struggle—termed as 'mutineers' by the British, were transported to this settlement. In the years that followed, many other freedom fighters were also sent there as prisoners. Gradually, the convict population started increasing and by 1921, it was much more than the native population of tribals.

The British administration not only tortured the prisoners, but also employed them, at a nominal remuneration for jobs involving physical labour. The prisoners, who did not know English, were unable to understand the words of command in that language. Therefore, in 1870, an educated British soldier took up the responsibility of teaching them English. The success of this effort led to the establishment of a regular primary school in 1881-82, and the foundation of formal education was laid in the islands.

The convicts welcomed this as it provided their children with an opportunity to receive education. The number of children joining the school increased so rapidly that within a few years the administration

had to open six more primary schools in and around Port Blair. In the early twentieth century, an Inspector of Schools from Bengal was deputed to inspect the schools in the islands since at that time there was no education department or unit in the islands. The responsibility of educational administration rested with the Chief Commissioner. There was an advisory committee which advised him on all educational matters. There was no arrangement for academic supervision or inspection of schools. The Christian missionaries supervised the primary schools. Subsequently, all schools, including the high schools opened later, were affiliated to the University of Burma. With Burma's separation from India, they were affiliated to the University of Calcutta.

The education system in the region developed gradually till 1942, when it was seriously hampered by Japanese occupation. In 1946 when the islands were taken back by India, the task of re-establishment of an education system was initiated promptly; almost immediately a high school, a middle school, 8 primary schools, a Burmese school and a Karen Christian School were started. The school population at that time was about 1,013. In 1949, educational institutions in the islands were inspected by the Assistant Director of Public Instruction of Bengal. The Education Advisory Committee (for primary education) and the High School Advisory Committee were constituted.

Development in the Post-Independence Period

In 1955, the Government of India appointed an Education Committee to study the existing administrative system of education in Andaman and Nicobar Islands and to recommend a future course of action. The committee, after visiting the islands, recommended the creation of the post of an Education Officer for the territory. He was to be assisted by two Education Supervisors. Accordingly, an Education Officer directly responsible to the Chief Commissioner, was posted and two Educational Supervisors, one for Andaman and the other for Nicobar, were subsequently appointed to work under him. An additional post of Supervisor was also created for South Andaman with headquarters at Port Blair.

There was another enquiry into the efficiency of the system by the Director of Education, Delhi Administration who was designated as Special Officer for the purpose. He recommended that; (a) the

Education Department be divided into three zones namely North Andaman, Middle Andaman and South Andaman; (b) supervisors, each with 20-25 schools under him, be appointed under the administrative control of the Assistant Education Officer (AEO) of a zone; (c) inspection of each school be conducted at least once a year; and (d) the education officer be relieved of non-academic work and that he be given the assistance of a Departmental Education Officer for administration and an Accounts Officer at the headquarters.

In 1975, Dr. P.D. Shukla, the then Joint Education Adviser to the Government of India, visited the islands. He studied the system of educational administration in the islands and made several recommendations on the basis of which, the following steps were taken :

1. The post of Education Officer (EO) was upgraded to the post of Director of Education (DE);
2. The Deputy Education Officers (DEO) for South Andaman, Wimberlygunj, Middle Andaman, North Andaman and the Education Officer for Nicobar District, were posted; and
3. The secondary and senior secondary schools were affiliated to the Central Board of Secondary Education (CBSE), New Delhi.

In the mid-seventies, the Secretary for Finance performed the functions of the Education Secretary as there was no separate Secretary for Education. There was a Director of Education, who, along with the Education Advisory Committee, assisted the Secretary for Finance in all matters related to educational administration. The work at the Directorate of Education was shared by various subordinate officers like the education officers and the accounts officer. The entire territory was divided into four zones, each under the charge of a Deputy Education Officer. These officers were responsible for all educational activities in their zones except inspection of the higher secondary schools which was the responsibility of the Director of Education.

From 1975 onwards, a rapid expansion in the field of education took place. Educational progress in terms of the number of institutions was tremendous, and a radical change in the system occurred. To keep pace with this, certain changes had to be made in the administrative system. The present administrative system comprising a Secretariat at the top, playing the role of co-ordinator and a Directorate, playing a

major role in all the academic and administrative matters related to education, follows the single-line administration.

Present Organisational Set-up

The Lieutenant Governor of the Andaman and Nicobar Islands is the overall head of administration, including educational administration. Below him, there is a Secretary of Education who functions as the chief co-ordinator on behalf of the Andaman and Nicobar Administration in respect of such matters as educational planning, its implementation, evaluation, etc. The Secretary of Education is at the helm of all educational affairs. He is also entrusted with the additional responsibility of formulation of policy. He is the chairman of the Selection Board which recruits teachers of all categories. Although the latter is in charge of the different sectors of general education, various administrative matters such as planning, finance, counselling, etc., are dealt with by other high-level officers in the Secretariat like the Development Commissioner, Secretary for Finance and Counsellor of Education, as shown in Figure 5.1.

Directorate of Education

The Directorate of Education, under the leadership of the Director, is responsible for the organisation and administration of education in general and also for other related educational activities upto the senior secondary stage of education including teachers' education and professional education. The different sectors of education (as shown in Figure 5.2) under the administrative control of the Directorate are: (a) School Education, (b) Non-formal and Adult Education, (c) Primary Education, (d) Teachers' Training Institutes, (e) Libraries and (f) Sports and Youth Services. University and higher education as well as technical education are under the charge of the Secretary of Education.

At the headquarters, the Director is assisted by three Assistant Directors (AD) who are responsible for Administration, Planning and Textbooks, respectively. Below the Director, there are also the Education Officer of Nicobar District, Deputy Director of Adult Education (DDAE), Director of Sports and Youth Affairs and the Principal of the State Institute of Education (SIE).

ANDAMAN AND NICOBAR ISLANDS

EDUCATIONAL ADMINISTRATIVE SET-UP AT SECRETARIAT LEVEL

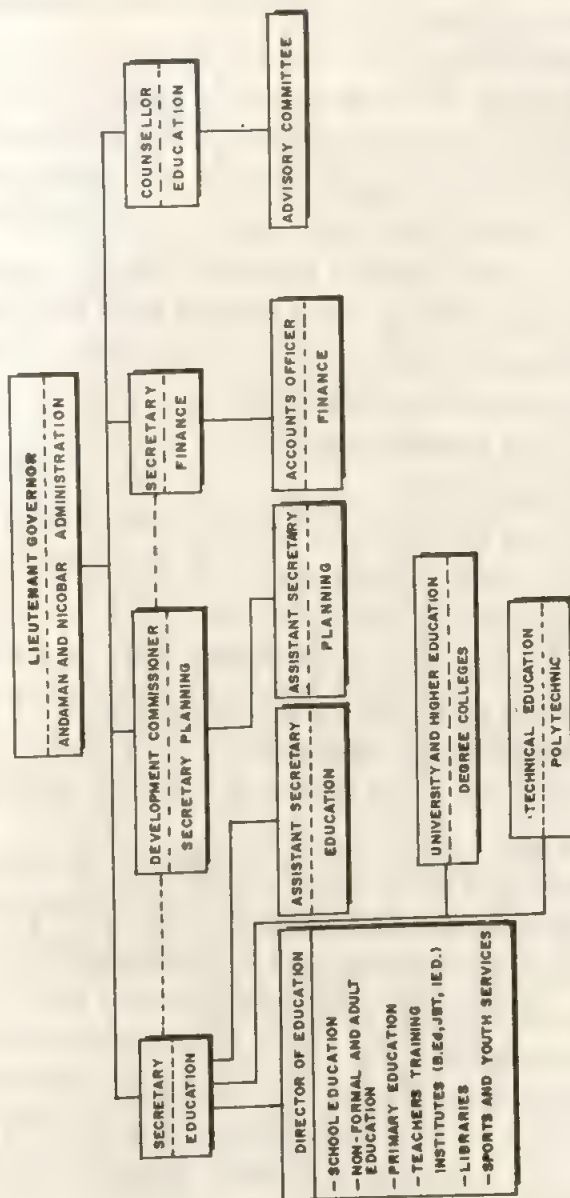


Fig. 5.1

The *Assistant Director of Education (Administration)* looks after the transfers and postings as well as for co-ordination with other units/departments. He is in charge of: the Science Unit which was set up in 1975-76 and has the Deputy Director of Science and Educational Technology as head; six Deputy Education Officers each heading the zones or sub-zones into which the entire union territory has been divided; the principals of the senior secondary schools, the Teachers' Training Institute and the B.Ed. College.

The *Assistant Director of Education (Planning)* deals with all matters related to planning, survey and allied works. He is helped by the Deputy Education Officer (Capital Works) and other officers like the statistical officer, technical officer, etc.

The *Assistant Director of Education (Textbooks)* has the Textbook Cell under his charge and looks after the procurement, supply and distribution of textbooks.

The *Deputy Director of Adult Education* deals with all matters related to adult education. He is assisted by an Assistant Director—Monitoring (Adult) and the Assistant Education Officers (Adult Education) of Mayabunder and Car Nicobar.

The *Director of Sports and Youth Affairs* is responsible for games and sports as well as all matters related to the youth. He is the head of the Sports Unit and the Unit for Youth Affairs and is helped by the block youth officers and sports officers. There is also an *Assistant Director of Sports* who is assisted by supervisors, one for each education district.

Under the Assistant Directors of Education are the Deputy Education Officers and the Principals of Senior Secondary Schools. The *Deputy Education Officer (Science)*, posted at the Directorate, inspects the science laboratories in all the schools. He is helped by the Assistant Education Officer and the five supervisors of Science, one for each of the education districts. There is a *Deputy Education Officer* in charge of education in each of the following areas of South Andaman, Wimberlygunj, Middle Andaman, and North Andaman. Except South Andaman which is a sub-division; all the others are sub-zones. Under each of these officers, is an Assistant Education Officer and headmasters of secondary schools.

DIRECTOR OF EDUCATION

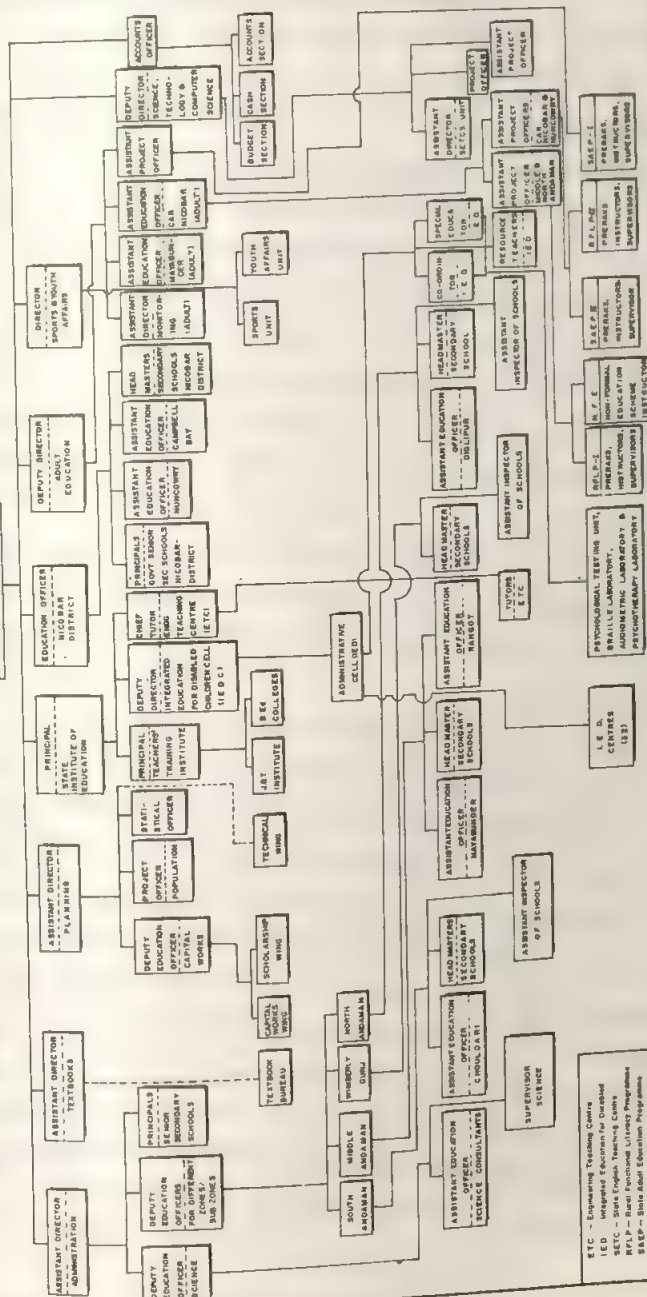


Fig. 5.2

An *Accounts Officer* is in charge of all matters related to accounts and budget. Other than this, there are supporting ministerial and other staff in each section/unit.

The various administrative and academic functions of the Directorate are as follows:

Administrative: Inspection and supervision of schools, initiating transfer of teachers, disbursement of salaries to staff through various DDOs, distribution of furniture, equipment and stationary, provision of leave, and collection of information for the Directorate.

Certain planning exercises which include conducting surveys of school-age population for UEE, preparation of institutional plan, fixation of targets for UEE, organisation of enrolment drives, follow-up programmes, rationalisation of staff, utilisation of physical and human resources and monitoring the implementation of various educational activities of the department are also the responsibility of the Directorate.

Academic: Subject-teacher inspection and meetings, sports meets, annual functions, preparation of improvised teaching aids, preparation of academic plans, evaluation of new textbooks and teacher guides, try-outs of innovative experiments in classroom instruction and students' evaluation.

Other than these administrative and academic functions, the Directorate also has to liaison with other departments as well as the community for activities like the setting up of village school education advisory committees, mobilisation of local resources for school improvement, establishment of co-ordination and linkages with developmental activities and functionaries of other departments at the territorial level.

For the district of Car Nicobar, there is, however, an Education Officer. He is in charge of all the administrative and academic matters in the district. The Assistant Education Officers (AEOs) of Nancowrie and Campbell Bay, the headmasters of all secondary schools and the principals of all senior secondary schools, report directly to him. He and the four Deputy Education Officers, in their respective areas, supervise and guide the work of the government and aided institutions and ensure that proper health and sanitary conditions are maintained in the schools. They also ensure that school gardens and playgrounds are looked after properly.

Divisional/District And Lower-level Organisational Set-up

The Director of Education, the Education Officer and Deputy Education Officers are assisted by the Principals of the senior secondary schools and Headmasters of secondary schools, Assistant Education Officers and Assistant Project Officers of Physical Education. The Education Officer and DEOs assist the heads of government and aided institutions in solving their day to day administrative and educational problems. These officers have to ensure that teachers and other staff of the schools, both government and aided, receive their salary regularly. They assess the staff requirement of schools and ensure that additional posts, where necessary, are sanctioned on time. Each of these officers also have to perform other duties which include: (a) collection of necessary information and statistical data required by the Directorate from time to time, and submission of records to the Department on time; (b) assessment of the needs of aided schools; (c) supervision and control of the work of the Assistant Education Officer, Assistant Project Officer and other officials under him; and (d) examination of inspection reports submitted by the inspecting officers under him as also recording of their comments for submission to the Department for its follow up action to remedy the defects.

The Principal of SIE looks after this institute which is responsible for providing academic guidance, production of textbooks, implementation of centrally sponsored schemes like Integrated Education of the Disabled and District English Teaching Centre (DETC) as well as taking care of the Teachers' Training Institute which functions under the leadership of a principal.

The principals of government and aided schools function as heads of their respective schools and carry out all administrative duties required of the head of an office. They are the drawing and disbursing officers and are responsible for the proper maintenance of accounts and school records, service books of teachers, other registers, returns and statistics as prescribed by the Department, from time to time, and furnish within the stipulated dates, all returns and information required by the Education Officer and the Deputy Education Officers. They ensure that their schools get the full complement of teaching staff,

furniture, science equipment, library books and other teaching aids. They make all payments including salary, etc., of teachers and other staff on time and according to the rules and also organise many other activities in general, within the powers delegated to them.

Advisory Bodies, Boards and Committees

The various consultative and advisory bodies which play an advisory role in the islands' educational activities are :

- 1) Advisory Committee to the Minister of Home Affairs,
- 2) Advisory Committee to the Chief Commissioner, and
- 3) Educational Advisory Committee which is constituted with regard to : (a) general questions of policy relating to administration of the territory; (b) all legislative proposals concerning the territory in respect of matters in the state list; (c) such matters relating to the annual financial statement of the country in so far as it concerns the territory and such other financial questions as may be specified by the rules prescribed by the President; and (d) any other matter on which it may be considered necessary or desirable by the Minister of Home Affairs to consult the advisory committee.

Other than these, there are the 'gram panchayats' which are expected to advise on educational as well as other matters. Except for participation in the programmes of National Literacy Mission (NLM) and non-formal education, the role of the gram panchayats is very limited. Village education committees (VECs) and parents-teachers associations (PTAs) have been formed, but their roles are limited though the VECs do have their say in matters pertaining to educational planning in their jurisdiction.

The Government of India has, from time to time, appointed certain committees to look into the educational needs of the region and make appropriate recommendations. These committees, though not directly related to the study of the workload of educational administrators at various levels, had an indirect bearing on it in the sense that they studied, in detail, the needs and problems encountered in the educational development of the region and recommended the adoption of necessary measures for faster development. A majority of the recommendations of the various committees were accepted and implemented; among these committees, the following may be mentioned:

ANDAMAN AND NICOBAR ISLANDS

ORGANISATIONAL SET-UP AT DISTRICT AND LOWER LEVELS

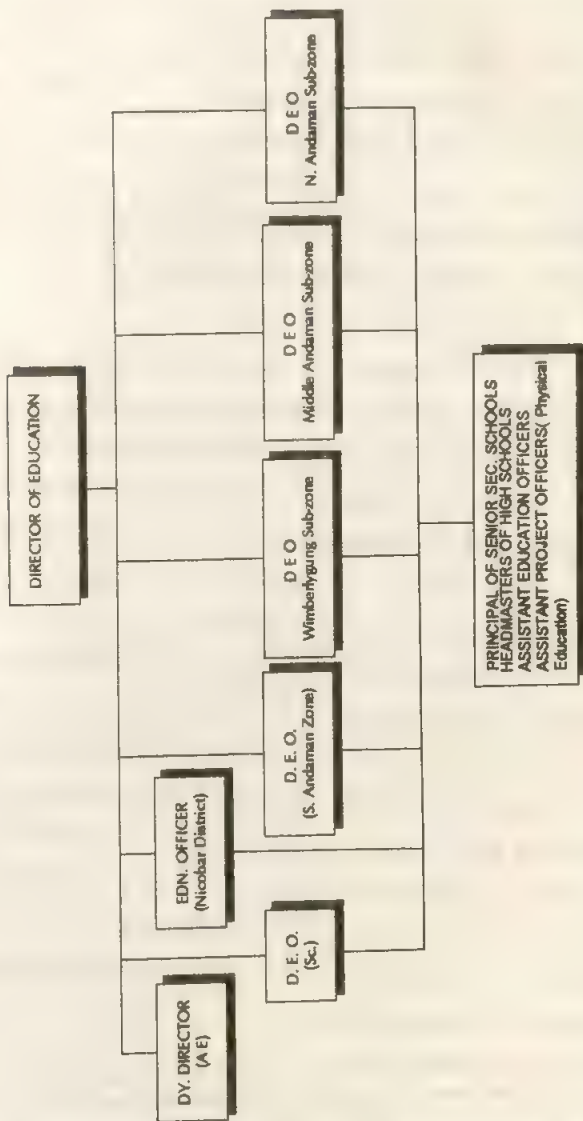


Fig. 5.3

1. A.N. Basu Committee (1955),
2. Dr. Vikarm Singh Committee (1960),
3. B.D. Bhatt Committee, (1965),
4. Dr. P.D. Shukla Committee (1969),
5. Poor Results Committee (1976),
6. Dr. R.P. Singhal Committee (1979), and
7. Dr. T.N. Dhar Committee (1986).

The present educational expansion is the result of the developmental efforts made by following the recommendations of these committees and also the recommendations made by the Work Study Cell of the island's administration in 1974.

During February 1990, the Staff Inspection Unit (SIU) of the Department of Expenditure, Ministry of Finance, carried out work measurement studies in the Directorate of Education, as also in other departments. The report recommending the sanctioned strength of 120 posts for the Directorate of Education, was communicated to it.

In November 1993, a Consultative Workshop on Educational Planning and Management was organised by the National Institute of Educational Planning and Administration (NIEPA) at Port Blair with the objectives of improving the planning and management of education in the islands. This workshop was a part of the exercise conducted to review the islands' state of education in the light of the aims and objectives of the National Policy on Education (1986), its subsequent modifications and the Programme of Action (1992), and also to devise a plan of action for educational development in the islands.

The participants in the workshop found the existing administrative set-up to be inadequate for meeting the current demands of effective direction and supervision of educational institutions and the various educational programmes. With its observation that the set-up needed expansion to enhance its ability to cope with the increasing workload in terms of the increase in number of schools and teachers, the consultative workshop recommended strengthening of the present set-up on a functional basis at all levels, namely: Secretariat, Directorate and Inspectorate, keeping the present system of single-line administration intact.

In accordance with the NPE, the organisational set-up at the district level should be strengthened by delegating more powers to the administrators posted there. The administrative set-up could thus be decentralised and a direct participation of the local people ensured. A participatory approach to management should be followed from the institutional to the state level. The proposed set-up would involve an increase in the number of officers at the higher rungs of the Directorate as well as the staff posted at the field centres.

The involvement of the community should be widened beyond the mere formation of PTAs in some schools; it should be involved in the planning and management of education at various levels of administration.

Size of Administrative Machinery

The Consultative Workshop at Port Blair in 1993 suggested certain changes in the administrative set-up involving an increase in the number of officers at the various hierarchical levels of the administrative machinery. As proposed in the workshop, the additional posts of officers needed to strengthen the islands' educational administrative set-up is shown in Table 5.1.

Table 5.1
Present and Proposed Administrative Set-up

<i>Post</i>	<i>No. of Existing Posts</i>	<i>No. of Posts Required</i>
1. ADE, DEO* Principal, SIE/Educ- ation Officer, AD(AE), Dy. Dir(AE)	DEO-6 ADE-3 Principal(SIE)-1 E.O -1 AD(AE)-1 Dy. Dir(AE)-1	13
2. Director of of Education	1	1
3. Dy. Director	Nil	5
4. Jt. Director of Education	Nil	1

* All posts are in the scale of Rs. 3,000-4,500 and are to be redesignated as Assistant Director of Education in the same scale.

Source: Report of the Consultative Workshop on Educational Planning and Management; Port Blair, 1993.

In pursuance of the guidelines issued by the Ministry of Human Resource Development, a steering committee was constituted in the islands in March 1994, under the chairmanship of the Lieutenant Governor to review the progress of its educational development and to draw up a policy and programme of action for education. This committee propounded that the management has not been able to keep pace with the expansion of the education system and therefore needed to be strengthened—both by training in new management concepts with the help of NIEPA, as well as by the creation of new posts and reallocation of work. It recommended the upgradation of the post of the Director; it also recommended that the planning, management and co-ordination of elementary education should be segregated and a separate desk should be created to look after the centrally sponsored schemes of elementary education.

Educational Responsibilities of Other Departments

Other than the Education Department, the departments which have responsibilities with a bearing on education are:

1. The Andaman Public Works Department—responsible for the construction of buildings to house schools and also residential quarters for teachers;
2. The Department of Social Welfare—responsible for the smooth functioning of 'balwadis', 'anganwadis' and the Integrated Child Development Scheme (ICDS);
3. The Directorate of Health Services which extends a two-way help and communication for effective implementation of the centrally sponsored schemes like Integrated Education for the Disabled (IED), for examining cases and providing laboratory-based therapeutic treatment and physiotherapy to the patients referred by the Directorate of Education;
4. The Forest Department—in charge of the construction of huts for schools located in temporary or transit habitations and forest areas;
5. The Directorate of Sports and Youth Services—which arranges training in games and sports through the Sports Authority of India;

6. The Department of Labour—which provides training facilities in various trades at the Industrial Training Institute, Port Blair; and
7. The Andaman and Nicobar Administration—which looks after technical education through the Government Polytechnic at Port Blair with the help of the Secretariat of Education.

Decentralisation and Delegation of Powers

The Lieutenant Governor is vested with certain *administrative* and *financial* powers by the government; he may delegate all or any of his powers, duties and functions to the officer(s) of the administration such as the Secretary, Director of Education and other officers of the Education Department.

Departmental Co-ordination

None of the departments function as water-tight compartments. There is always a considerable amount of co-ordination and dependence within the various sections of a department—as well as among the various departments.

Since the Lieutenant Governor of Andaman and Nicobar Islands is the head of all the departments, the union territory is at an advantageous position, especially in respect of interdepartmental co-ordination for which periodical meetings are held with the departmental heads, as and when necessary. However, there is scope for improvement in the co-ordination between activities of the Directorate of Education and those of the other departments with educational responsibilities.

Participation In Decision-Making

There are various associations in the islands like : (a) Andaman and Nicobar Teachers' Association (ANTA), Port Blair; (b) Non-gazetted Officers Organisation (NGO), Port Blair which has non-gazetted government officials as members and (c) the Association of the Disabled—'Sahara' of which any disabled person can become a member. These associations are recognised by the government and generally participate actively in making decisions on various areas like institutional goals, curriculum planning, sharing of responsibility, decentralisation of power, etc.

The field study revealed that a majority of teachers are in favour of democratic administration in schools, desire an active role in decision making in respect of their schools and want to participate in the general administration of their institutions. A beginning has been made in this regard, but a lot more needs to be done.

Various areas and matters on which teachers' views are asked, include: (a) institutional policies/programmes; (b) institutional administration; (c) curriculum planning; (iv) instructional evaluation; (d) library facilities and equipment; (e) academic rules and regulations related to student admission; (f) school calendar; (g) disciplinary matters; (h) school building and playgrounds; and (i) co-curricular activities. In determining the institutional policies and programmes of a particular school, the concerned administrator and his teaching staff work as a team, and decisions are generally taken by him after consultation with the team.

The District Education Officer keeps a constant contact with teachers working in the schools in his jurisdiction and the individual institutional heads. Meetings are held to discuss institutional matters and teachers' views are given considerable importance.

In matters related to co-curricular activities, students' discipline, teaching, etc, and students' welfare in general, the students are consulted informally and their views taken into account though the decision is ultimately taken by the administrators. In recent years, student representatives are being invited to participate in discussions on institutional administration.

Villagers, in general, through their representatives in the village education committees, are keen to play an active role in the making of decisions that affect the community at large.

General Issues

The education system in the islands has undergone considerable changes in terms of quantity and quality. The administrative machinery, however, has not been able to keep pace with this change though it too has undergone a metamorphosis. To cope with change of such an immense magnitude, the staff at the Secretariat and Directorate needs to be strengthened not only in terms of number, but also in terms of professional competence. The staff needs to be provided with

training and orientation in administration as also in planning methods and techniques. To achieve this, a programme of action has been formulated on the basis of the conclusions of the Consultative Workshop organised by NIEPA in 1993.

A separate field-level organisational set-up is an urgent necessity for effective management of the institutions—a large percentage of which are located in remote, rural areas, often in far-flung islands. To manage the qualitative aspects of education, a separate 'inspectorate' is essential. This will not only help in the supervision and inspection of schools, but also in educational planning at the grassroot level.

Educational administration in the islands is to a large extent centralised. An element of decentralisation needs to be brought in as it is difficult to manage education in the remote islands from the administrative set-up located at Port Blair.

The Eighth Five-Year Plan envisages strengthening the administrative, planning, survey and statistical cells. Other proposals include: (a) upgradation of the post of Director to the scale of pay of Rs. 3700-5700 per month; (b) creation of District Education Offices, one for each district, by appointing two Joint Directors and other supporting staff; (c) creation of a separate survey unit at the Directorate for preservation and use of survey data; (d) appointment of additional staff for strengthening the zonal offices and the administration section of the Directorate; (e) procurement of furniture for the District Education Office, Survey Unit, etc., and (f) construction of office buildings for DEO, Wimberlygunj and the District Offices.

Chapter 6

Educational Programmes for Disadvantaged Groups

In the islands, education is free at the school level, that is, upto the senior secondary level. Arrangements are made to provide free textbooks and mid-day meals to all the students with a parental income of less than six thousand rupees per year. Free travel concession is also provided to students who travel a minimum distance of 4 km. to attend school. When schools are not within easy access of pupils living in the remote areas, hostel facilities are provided to both boys and girls and they are also given a hostel stipend. Free uniforms are given to all poor students. For students desirous of pursuing studies after the secondary stage in subjects for which facilities are not available in the islands, post-secondary scholarships are given to enable them to pursue their studies on the mainland. Facilities have also been made available for education through non-formal means to those children who are unable to go to school for some reason or the other, or are dropouts.

Since all children—irrespective of caste, creed or sex, get assistance for education from the government, no section of the population may be termed as underprivileged or disadvantaged, if provision of benefits and educational facilities are taken to be the deciding criteria. In reality, however, the major disadvantaged group in the islands consists of the *scheduled tribes* who are given special consideration by the administration. The *disabled* constitute the second disadvantaged segment of the population. *Girls*, especially those

belonging to the scheduled tribes, form another disadvantaged and underprivileged group but no special facilities are given to them. Therefore, in the islands there are two groups which are recognised as disadvantaged and underprivileged, namely: (a) scheduled tribes and (b) disabled.

Scheduled Tribes

In the union territory, 9.5 per cent of the population consists of scheduled tribes. In the Andaman group of islands, only a negligible per cent of the people belong to the category of scheduled tribes; they are the Great Andamanese, the Onges, the Jarawas and the Sentinelese. Of these, in 1991, 68 per cent lived in the development block of South Andaman. In the Nicobar Islands, 63 per cent of the population comprises tribals; that is, the Nicobaris and the Shompens, and in 1991, a majority of them—93 per cent, lived in the Nicobar District. The Sentinelese and Jarawas are outside the purview of developmental schemes as they are still considered hostile. Details of the scheduled tribes population in the union territory is shown in Table 6.1.

The *literacy rate* of scheduled tribes in the territory, according to the 1991 Census, is 56.6; those of male and female tribals are 64.2 and 48.7, respectively. These figures are much higher than the all-India averages and the union territory ranks sixth in the country in terms of the literacy rate. In the district of Nicobar, the total literacy rate for tribals is 63.7; the male literacy rate is 70.7 and that of females is 55.3.

The literacy rate of the rural tribal population of the age-group seven years and above is 55.9 per cent; in case of male and female literacy, the figures recorded are 63.4 and 48.2 per cent, respectively. For their urban counterparts, the rates are conspicuously higher being 90.7, 94.1 and 84.8 per cent, respectively, in case of total, male and female literacy.

For the education of the tribals who form the largest segment of population in the Nicobar group of islands, the various institutions in 1991 are shown in Table 6.2.

Table 6.1
ST Population by Districts and Community Development Blocks (1991)

<i>UT/Block</i>	<i>Total Population</i>			<i>Population of ST</i>		
	<i>Total</i>	<i>Rural</i>	<i>Urban</i>	<i>Total</i>	<i>Rural</i>	<i>Urban</i>
A & N Islands	280661	205706	74955	26770	26268	502
				(9.5)*		
<i>Andaman District</i>	241453	166498	74995	1917	1415	502
				(7)**		
— N. Andaman Dev. Block	31852	31852	—	5	5	—
	(13)*			(0.26)**		
— Middle Andaman Dev. Block	46820	46820	—	115	115	—
	(19)*			(6)***		
— S. Andaman Dev. Block	87826	87826	—	1295	1295	—
	(36)*			(68)***		
— Total Urban	74955	—	—	—	—	502
— Port Blair (M B)	74955	—	—	—	—	502
	(32)*				(0.26)***	
<i>Nicobar District</i>	39208	39208	—	24853	24853	—
	(16)*			(93)**		
— Car Nicobar Dev. Block	19336	19336	—	15781	15781	—
	(49)*			(64)***		
— Nancowry Dev. Block	19872	—	—	9072	9072	—
	(51)*			(36)***		

Note: MB = Municipal Block.

* Figures in parentheses denote percentage to total population of UT.

** Figures in parentheses denote percentage of ST population to total population of ST in UT.

*** Figures in parentheses denote percentage of ST population to total ST population of the district.

Source: Census of India, 1991, Series 1 India. Paper 1 of 1992, Volume II. Final Population Totals.

Table 6.2
Institutions For STs in Nicobar Islands (1991)

<i>Institution</i>	<i>Number</i>
Pre-primary	4
Primary	38
Middle	8
Secondary	6
Senior secondary	7
Ashram school	1
Total	64

Source: Statistical Handbook on Nicobar District, 1991, Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

The enrolment of tribal students during 1980-81 to 1992-93 at the various stages of school education is shown in Table 6.3.

Table 6.3
Enrolment of ST Students (1980-81 to 1992-93)

<i>Educational Stage</i>	<i>Enrolment</i>			
	<i>1980-81</i>	<i>1985-86</i>	<i>1990-91</i>	<i>1992-93</i>
Primary	2767	3472	3384	3508
(Classes I-V)	(43.5)*	(45)	(48)	(47)
Middle	722	1377	1932	1538
(Classes VI-VII)	(33)	(42.5)	(46)	(45)
Secondary	188	543	753	787
(Classes IX-X)	(35)	(39)	(46)	(50)
Sr. secondary	14	107	1932	260
(Classes XI-XII)	(21)	(21.5)	(48)	(45)

* Figures in parentheses denote enrolment percentage of ST girls to total ST enrolment.

Source: Selected Educational Statistics, 1980-81, 1985-86, 1990-91 and 1992-93, Ministry of Human Resource Development, Department of Education, Government of India.

Evidently, since 1980-81, there has been a substantial increase in the enrolment of scheduled tribes' students at all the stages of school education; the recorded annual growth rate from 1980-81 to 1990-91 at the middle, secondary and senior secondary stages of education being 21.8 per cent, 6.8 per cent and 78.3 per cent, respectively. Compared to these figures, the annual growth rate during 1990-91 to 1992-93 was low in case of enrolment at the primary and secondary school stages. At the middle and senior secondary stages, the enrolment recorded a negative growth rate. The percentage of enrolment of girls show an increasing trend in all the stages especially at the secondary school stage.

In Table 6.4, the gross enrolment ratio at different points of time is shown for the primary and middle school stages. The marked disparity between the GER of girls and boys is evident. At the primary education stage, though there was a significant drop in the GER in 1992-93, the figures improved marginally in 1993-94. Efforts are required to raise the overall GER of ST students at the elementary education stage in general—but, particularly at the primary education level.

Table 6.4
GER of ST Students at Primary and Middle School Stages
(1980-81 to 1992-93)

Year	Gross Enrolment Ratio					
	Primary School Stage (Classes I-V)			Middle School Stage (Classes VI-VIII)		
	Total	Boys	Girls	Total	Boys	Girls
1980-81	81.4	117.7	60.2	40.1	69.3	21.5
1992-93	61.61	67.39	56.24	53.68	57.94	49.28
	(62.20)*	(67.52)	(57.26)	(54.30)	(57.32)	(51.17)

* Figures in parentheses show GER in 1993-94.

Sources: 1. Selected Educational Statistics, 1980-81, 1992-93 and 1993-94. Ministry of Human Resource Development, Department of Education, Government of India.

The dropout rate of scheduled tribes students at the primary and upper primary educational levels in 1989-90 and 1993 is shown in Table 6.5.

Table 6.5
Dropout Rate of Scheduled Tribes' Students
(1989-90 and 1993)

Class	Year					
	1989-90			1993		
	Total	Boys	Girls	Total	Boys	Girls
Classes I-V	12.37	18.63	15.31	43.8	32.0	38.1
Classes I-VIII	31.54	36.51	33.87	32.2	33.0	34.4

- Sources:**
1. Annual Report 1993-94, Part 1, Ministry of Human Resource Development, Department of Education, Government of India, 1994.
 2. Andaman and Nicobar Administration Secretariat, Port Blair, 1994.

As compared to 1989-90, the dropout rate in 1993—both total as well as for boys and girls, was high in classes I-V. In classes I-VIII, the total and girls' dropout rate recorded a marginal increase. A comparison of the dropout rates of scheduled tribes students with that of the general students brings to light the former's high dropout rate at the primary as well as at the middle school stages. This disparity between the two groups is more marked at the primary education level than at the middle school level as is obvious from Table 6.6.

The high dropout rate of scheduled tribes students seems to indicate that the various benefit schemes and incentive programmes provided by the administration are not enough to retain these students in schools and the problem requires immediate attention. Better facilities of education to these students through non-formal means may be a solution. The tribal community may be given the responsibility to monitor the functioning of the non-formal centres of education. It may

be worthwhile for the government to consider setting up more 'Ashram Schools' and extending the facility to children of tribes other than 'Shompen'. It may also be worthwhile to ponder over the issue of multi-media teaching and whether this has any link to the high dropout rate. As envisaged by the administration, ensuring attendance with the help of the Tribal Council may bring about a positive improvement in the situation.

Table 6.6
Stage-wise Dropout Rate of General and ST Students (1993)

<i>Educational Stage</i>	<i>General Students</i>			<i>ST Students</i>		
	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>
Primary	9.3	10.3	9.8	43.8	32.0	38.1
Middle	25.2	29.6	27.3	32.2	33.0	34.4

Source: Andaman and Nicobar Administration Secretariat, Port Blair, 1994.

Special efforts are being made to provide a larger number of tribal students with elementary education and to achieve the target of universal elementary education in the near future. To help the tribal students pass the annual school examination, special coaching classes are organised in the schools after the normal school hours during January to March every year. These children are also provided with free boarding and lodging facilities during these few months.

Certain incentives are given to all students, but to children belonging to the scheduled tribes, additional incentives are given; these include: (a) free books and stationery upto class XII; (b) attendance scholarship at the rate of Rs. 10 per month for boys and Rs. 15 for girls upto class VIII; (c) free uniform and (d) higher hostel fees at the monthly rate of Rs. 135 against Rs. 115 per month given to other students. The indirect cost of education for all scheduled tribes children is borne by the union territory in respect of textbooks, uniforms and transport facilities. Mid-day meals are also provided to them.

The incentives provided to the tribal students of Nicobar district studying at various levels of education upto the senior secondary level, are shown in Table 6.7

In the islands, the administration is trying to make elementary education compulsory and universal. With the formation of the village education committees (VEC) and school-wise preparation of a record of children by house-holds, the VEC and school teachers may be given the task of ensuring that every child goes to school. In the Nicobar group of islands, the Tribal Council's help may be sought since the latter is in favour of school education and the highly evolved and cohesive tribal community respects its decisions. With this type of an organised effort to enforce regular attendance, it may be possible to raise significantly the enrolment ratio and the overall number of school-going children.

Administrative Arrangements

The Directorate of Education is responsible for the management and implementation of all the schemes and programmes for the scheduled tribes; there is no separate set-up in the Education Department to look after these schemes and programmes. To facilitate the administration of education and the implementation of various incentive programmes at the sub-zonal level, the territory comprising two revenue districts has been further divided into six educational districts, each of which is headed by an Education Officer/ Deputy Education Officer. These officers, with the help of their assistants, look after the programmes.

A 'Tribal Sub-Plan' is generally proposed by the Director of Education for planning the schemes and other programmes which are exclusively for the development of the tribals. This plan is examined and considered at the secretariat level and finally approved by the Planning Commission. Since the Nicobar District is predominantly inhabited by tribals, the Education Officer provides the Director with the relevant data which are collected from the sub-zones by the concerned officers. Guidelines and instructions regarding the implementation of schemes/programmes are circulated according to norms. Records are maintained at the district level as well as at the Directorate of Education.

Incentives are generally given by the Directorate to pupils through their institutional heads. The latter act as co-ordinators and monitor the implementation of schemes with the guidance of the Directorate. For

Table 6.7
Incentives Provided to Tribal Students of Nicobar District (1990-91)

Incentive	Stage of Education							
	Primary		Middle		Secondary		Sr. Secondary	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
— Free uniform	1570	720 (46)*	390	180 (46)	71	33 (46)	13	9 (69)
— Free textbooks	2970	1430 (48)	1588	738 (46)	564	260 (46)	211	96 (45)
— Free travel concession	11	6 (54)	27	15 (55)	82	42 (51)	56	14 (25)
— Free stationery	2910	1430 (49)	1588	738 (46)	564	260 (46)	211	96 (45)
— Attendance scholarship	2501	1131 (45)	900	446 (49)	—	—	—	—
— Hostel stipend	—	—	—	—	41	11 (27)	19	9 (47)
Total	10022	4717 (47)	4493	2117 (47)	1322	606 (46)	510	218 (43)
							16347	7658 (47)

* Figures in parentheses denote percentage of ST girls to total ST students of the district.

Source: Statistical Handbook on Nicobar District, 1991; Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

the supply of mid-day meals, there is a committee in every school which functions under the chairmanship of the institutional head.

In all institutions, PTAs have been formed; teachers are also included as members of the Executive Committee of the PTA of their particular school. The PTAs help in the effective implementation of incentive schemes. The members of the community are usually not involved in handing over money or material to the beneficiaries.

The Disabled

There is, as yet, no special school for the disabled children in the islands. A proposal for the establishment of such a school has been taken up by the administration. Disabled children are imparted education along with the normal children in an integrated setting. There are 32 centres for 'Integrated Education for Disabled' (IED) with about 665 handicapped children on roll. Concerted efforts are being made by the union territory to identify the disabled children in general schools and provide them with special facilities through the IED Cell, which also tries to identify and enrol out-of-school disabled children who are ready to receive education in the general schools. Children without such preparation are also identified for education in general schools.

The Principal of SIE is in charge of implementing the scheme of IED. There is a separate administrative cell with a Co-ordinator (IED) and three Supervisors (IED) with specialisation in dealing with different types of child retardation—mental, physical, visual or auditory impairment; speech and language disorders; etc. A small training cell for training special teachers is also attached to it.

The facilities and benefits given to disabled students irrespective of their parental income include: (a) transportation allowance at the rate of Rs. 50 per month; (b) uniform allowance of Rs. 200 per annum; (c) reader allowance of Rs. 50 per month for children studying in classes V and above; (d) escort allowance of Rs. 75 per month for handicapped children with severe orthopaedic disability; (e) books and stationery allowance of Rs. 2,000 per annum or the actual expenses, whichever is less and (f) free mid-day meals.

There are four workshop-cum-laboratories for assessing the degree of various types of disability and for providing the necessary treatment to disabled children. These different laboratories are: (a) physiotherapy workshop-cum-laboratory; (b) audiometric laboratory; (c) Braille workshop; and (d) Psychological Testing Centre. Besides these, there is also an IED training centre to provide training to teachers in multiple skills.

Conclusion

The Andaman and Nicobar Administration is making a concerted effort to ameliorate the condition of its population, which, in general, is socially and economically backward and bring it at par with the rest of the country by providing it with educational facilities—irrespective of caste, creed or sex. Since a large part of the Nicobarese population comprises tribals, the government is making special efforts to provide them with educational facilities and certain incentives. During 1992-97, it proposes to open five more Ashram Schools exclusively for the tribal children. An amount of Rs.28.00 lakhs has been allotted for this programme in the tribal areas of Nicobar District only.

An analysis of the enrolment figures of students at the various stages of education indicates the disparity between the genders. The enrolment of girls in terms of percentage is low; their dropout rate, especially that for girls belonging to the scheduled tribes, is comparatively high. Girls, particularly those from the scheduled tribes may, therefore, be said to constitute a disadvantaged and underprivileged group. Their major disadvantage seems to be inadequate access to schooling as seen from the enrolment figures. Gender inequality is not a very great hurdle once the girls are made to attend school and care is taken to retain them through various curricular and co-curricular activities suitable and interesting to them.

Though to ameliorate the state of the disadvantaged groups, the government has introduced a number of incentive schemes, these mostly help in quantitative growth and not in the improvement of qualitative performance. It may, therefore, be pertinent to consider the introduction of incentive schemes which will foster qualitative development.

Chapter 7

Non-Governmental Agencies, Local Bodies and Community Participation

The progress of education in Andaman and Nicobar Islands was rather slow and erratic in the pre-independence period. The islands, being a penal settlement, had neither any educational tradition nor an atmosphere conducive to its growth; consequently, the community could not develop an educational orientation and did not contribute towards educational growth. The government, therefore, played and still continues to play a major role in the educational development of the islands with a small proportion of non-governmental agencies, mainly missionary in character, playing a supportive role. The entire responsibility of school education is borne by the territory's administration to the extent that it bears the total expenditure of school education with very few exceptions.

The municipal board and the gram panchayats constitute the local bodies in the islands. The only municipal board of the islands, located at Port Blair, does not play any role in the development and administration of education in the islands. The gram panchayats play an advisory role, which till recently, has been very narrow in scope and nature.

A majority of schools in the islands are under government management. Details on the number of schools under different management are shown in Table 7.1.

Table 7.1
Schools by Management (1986 & 1993-94)

<i>Institution</i>	<i>Management</i>					
	<i>Government</i>		<i>Non Government</i>			
			<i>Pvt. Aided</i>		<i>Pvt. Unaided</i>	
			<i>1986</i>	<i>1993-94</i>	<i>1986</i>	<i>1993-94</i>
Pre-primary	—	4	—	—	—	19
Primary	174	183	1	—	2	7
Middle	40	43	—	1	—	—
Secondary	21	24	—	—	2	2
Sr. secondary	26	40	1	1	—	—
Ashram	-	1	—	—	—	—
Total	261	295	2	2	4	28

- Sources:**
1. Fifth All India Educational Survey: A Concise Report, NCERT, 1990.
 2. Directorate of Education, Andaman and Nicobar Islands.
 3. Annual Report; 1993-94 Ministry of Human Resource Development, Department of Education, Government of India, 1994.

Evidently the percentage of non-government schools was negligible in 1986. The field study revealed that in the subsequent years the percentage of non-government schools improved to about nine and 93 per cent of these schools were unaided. A large number (63 per cent) of these were pre-primary schools and the percentage gradually dwindled in case of schools at the higher rungs of the education ladder. In 1993-94, the total number of educational institutions upto the college level rose to 328. There were also two polytechnics, two colleges of general education and a B.Ed college under government administration. The percentage of government institutions to total was 90 per cent.

Role of Major Voluntary Organisations

The non-governmental voluntary agencies involved in educational activities are predominantly religious in character. In the mid-seventies too, the only voluntary agency running educational institutions in the

islands was the Catholic Mission, which had under its management, two higher secondary schools at Port Blair. In keeping with the territorial administration's policy of encouraging more involvement of private agencies in education, the number of voluntary agencies engaged in providing education to the islands' communities are on the rise. However, even in 1993-94 the majority of schools in the islands were under government management.

In Table 7.2, the major voluntary organisations running educational institutions in the islands are shown and it is seen that most of the aided and unaided non-governmental schools provide education at the primary level. The Director of Education is responsible for the regulation, supervision and inspection of all aided and unaided schools managed by the non-governmental organisations.

Table 7.2
Major Voluntary Organisations Managing Educational Institutions

<i>Voluntary Organisation</i>	<i>Number of Institution</i>	<i>Function</i>
— The Apostolic Carmel, Port Blair	1	Provides education to all youth.
— The Roman Catholic Mission, Port Blair	1	Provides education through the medium of Hindi to Catholic children of various islands and also provides hostel facilities to children living in places other than Port Blair.
— The Muslim Education Society, Stewartgunj, South Andaman	1	Imparts education at the primary level and renders service to the mosque.
— Vivekanand Kendra, Port Blair	1	Imparts general education upto the secondary level.
— St.Xavier's School Authority, Mayabunder, North Andaman	1	Imparts general education to children at the primary level.
— Shishu Mandir Authority, Port Blair.	1	"

Source: Field Study.

Role of Local Bodies

Gram Panchayats

The 'gram panchayats' primarily play an advisory role. There are no schools run directly by a gram panchayat; a small percentage of them, however, assist the Directorate of Education in promoting the enrolment and retention of students in schools. They also help in implementing the programmes of the National Literacy Mission and non-formal education. At times, they try to motivate and encourage the community to participate in various educational programmes.

The gram panchayats, as shown in Figure 7.1, comprise government functionaries and representatives of the community. These local bodies have the potential to bring about a considerable change in the education system of the islands and help its rapid progress. It is reported that till now they have been maintaining a very low profile. In order to stimulate the interest of the gram panchayats so that they assume leadership roles in their communities and play a more active part in their educational development, certain steps need to be taken, such as: (a) provide the members of the gram panchayat with an orientation to help them understand the importance of education and its far-reaching effects in terms of overall development of the community; (b) make them aware of their responsibilities and entrust them with certain duties which may include the maintenance of school buildings and play-fields, the preparation and supply of nutritive mid-day meals to the school children under the close supervision of the Directorate of Education, the implementation of other incentive schemes like free uniforms, textbooks, etc, and (c) provide them with opportunities to have fortnightly or monthly meetings with the institutional heads to discuss an institution's needs and problems as well as those of the individual children to decide upon remedial measures.

It may be helpful if the gram panchayats take the responsibility of pursuing the parents to enrol their children in schools so that achieving the target of universalisation of elementary education in the near future becomes possible. The officers of the Directorate have opined that the gram panchayats could conduct a house to house survey to find out whether all children of school-going age are enrolled in schools or not;

if there are some children who are not enrolled, then the reasons may be probed; necessary steps may then be taken by the gram panchayats to help these children. They may also try to provide non-formal education to those children who are unable to attend regular school, and share to an extent, the expenditure incurred in respect of free distribution of textbooks to eligible students.

One of the main drawbacks in the union territory's educational system is the limited provision of facilities for training in skills necessary for its economic development. The facilities for vocational education available in the secondary schools are of a very conventional type. It may be worthwhile for the gram panchayats to select enterprising and intelligent members of the community for training in various trades suitable for the economic development of their islands' communities. These trained individuals may, in turn, impart training in these trades to the youth as well as other adults of the community in classes which may be non-formal in nature and also if necessary, to students at the +2 stage in schools.

It is not possible for the government alone to provide financial and other resources necessary for the educational development of the union territory. The gram panchayats may help in the mobilisation of resources from the community. Action in this regard requires initiative on the part of the administration which has already specified the responsibilities of the gram panchayats and the Panchayat Regulation of 1994 has delegated certain administrative responsibilities to the gram panchayats which may in the near future, help them to execute their role more effectively. These responsibilities in respect of education, include: (a) visits to educational institutions; (b) a check on the attendance and other records and report to the concerned authorities the educational deficiencies and needs of their village; (c) submission of recommendations on the annual budget of schools, adult and non-formal education centres as well as the pre-primary and early childhood care centres; (d) construction and repair of educational institutions entrusted to the gram panchayats; (e) submission of reports on students' regularity, teachers' attendance and school functioning and (f) preparation of the school calendar under the guidance of the zilla-parishad.

Community Participation

In the Andaman and Nicobar Islands, with the exception of the PTAs in some schools, there appears to be no interaction between the schools and the various communities they serve. To ensure mobilisation of the resources—financial, physical and others, as well as to solve certain management problems faced by the schools, the participation of the community in school affairs is an absolute necessity. For such participation, the schools need to assume the role of multipurpose community centres.

Prospects

Under the decentralised Panchayati Raj structure, the formation of VECs in every habitation is envisaged. The VEC is proposed to be constituted generally by the 'gram sabha' by selecting, from amongst its community, those who are interested in educational issues, have a good position in the community, may influence the parents and can devote time to attend to the responsibilities given to them. Other members of the VEC will comprise the primary school headmaster, the NFE instructor, the anganwadi worker, etc. The proportion of female members should be, as far as possible, equal to that of male members. It will be apolitical in nature, representing the entire community. The major responsibilities of the VEC are proposed to include microplanning, universalisation of access and participation in respect of elementary education. For this, the VEC may conduct an annual survey; prepare and update the village education register; provide assistance in improvement of the school or setting up of NFE centres; supervise the regular running of the school and monitor the attendance of every student by checking with the parents, taking steps against truancy, etc.

Though during the period 1986 to 1991 the annual growth rate of institutions managed by voluntary organisations was 23.8 per cent, for the achievement of universal elementary education in the islands and also for its rapid educational development, the non-governmental agencies need to increase their participation in the field of education. Resources, particularly financial, are hard to acquire and if voluntary organisations share the responsibility with the government the burden may be reduced to an extent. Community participation is also required in teaching the new generation the trades and vocations which are feasible and lucrative to the local community.

Chapter 8

Personnel Management

Recruitment and Selection

The appointing authority for the posts of teachers and heads of schools—except the principal of senior secondary schools, is the Secretary of Education. These personnel are recruited by a selection committee or the Departmental Promotion Committee (DPC) which consists of a subject expert from the Government Degree College at Port Blair and the islands' Director of Education, and functions under the chairmanship of the islands' Secretary of Education.

The authority for the recruitment of the principals of senior secondary schools is the Lieutenant Governor of the islands. These principals are recruited by a selection committee constituted in consultation with the UPSC. The chairman of the selection committee is a representative of the UPSC and its members comprise the Secretary and the Director of Education.

In case of the selection of all categories of teachers, local candidates are given preference because of their familiarity with the islands and the way of life of the people. After being selected by the selection committee, these prospective teachers are subjected to another selection based on the marks secured by them in the qualifying examination for undergoing pre-service teachers' training. Only local candidates are admitted to the JBT Teacher's Training course. Candidates who have successfully completed school education upto the senior secondary level (10+2 system of education) are eligible to apply.

There are no guidelines regarding the posting of newly selected teachers. The needs of a particular school are taken into consideration while allotting and posting the selected teacher(s).

Teachers in service are, at times, admitted to teacher training courses if they have not undergone any such professional training before, and can be classified into two distinct cadres: (a) teachers who undergo training without availing of any financial and other benefits from the Department, and (b) those who are granted study leave with all the benefits provided by the Department according to leave rules. The decision regarding this depends entirely on the administration, keeping in view the existing leave rules and nature of the course for pursuing which the personnel are deputed. The candidates, after completing the training, join their previous posts from which they had proceeded on leave.

No appointment of teachers is made on a part-time basis. When teachers proceed on leave, substitute teachers are engaged against their vacancies; terms and conditions remain almost the same except that they are allowed to work only for the period specified clearly in the appointment orders.

Teachers and other staff of private institutions are recruited by the respective managements; the latter, however, have to strictly follow the restrictions regarding qualification, age, etc., which are generally formulated by the authorities of the union territory in accordance with the Delhi Education Code.

Postings and Transfers

There are no hard and fast rules regarding the transfer of teachers. They are generally transferred on the basis of reports of the zonal and sub-zonal officers and the school heads after a thorough scrutiny of the applications of teachers regarding their willingness to be transferred and the place to which they are willing to be transferred. Applications are scrutinised at the Education Directorate and the transfers carefully assessed before decisions are finally taken by the Directorate, in consultation with the zonal and sub-zonal officers. The needs of individual schools, personal difficulties of teachers such as the duration of service in the remote areas of the islands, public interest, availability of medical facilities and scope for their children's education in the area

of posting, etc., are some of the major issues which are kept in mind before transferring any teacher. Moreover, in case of married couples where both are government servants, efforts are made to post them in the same island. The interest of schools are protected and at the same time, efforts are made to fulfil the needs of individual teachers as well as the area in which a particular school is located.

In spite of the low teacher-pupil ratio, the union territory faces a shortage of teachers belonging to certain categories. Besides the general shortage of teachers for Science and Mathematics, schools in tribal areas do not get good teachers. This is largely due to the non-availability of accomodation, lack of arrangement for timely payment of salary and adjustment problems. Although the newly appointed teachers get their first posting in the tribal areas, after sometime they create external pressure demanding postings elsewhere. This makes the need for evolving a national transfer policy imperative. In this context, mention may be made of Arunachal Pradesh which has a certain similarity to the union territory in respect of its peculiar geographical features and large tribal population. Arunachal Pradesh has a rather effective policy of transfer and posting of teachers. The entire state has been divided into three belts—easy, middle and hard; the transfer of a teacher is by rotation and each and every teacher has to take a posting, by turn, in the three belts.

Local teachers are generally not available for teaching Science and Mathematics and they have to be recruited from the mainland. Since the service conditions for teachers appointed from outside the islands are not attractive enough, some incentives may be introduced to motivate them to work in the difficult and remote areas.

So far, no separate committee or group has been constituted by the administration to study the problem of the transfer of teachers. However, various problems faced by the controlling authority regarding this have been brought to light by the field study; these are as follows : (a) pressure from different quarters of the society, external forces as also from individual teachers regarding the transfer of a particular teacher to or from a specific place; (b) demand by a majority of the teachers' for posting at Port Blair or its adjoining blocks as life on the other islands is difficult. The other difficulties include the lack

of proper transport facilities between the various islands and the mainland, infrequent inter-island communication, and the scarcity of food and drinking water.

Promotional Avenues

Selection grades with higher scales of pay are available for nearly all categories of the teaching staff. Promotion to these grades is made from the lower grades on the basis of seniority and merit, in accordance with the recruitment rules. Normally posts of heads of primary schools are filled by promoting teachers of primary schools; about twenty-five per cent of the post of graduate teachers are filled by promoting primary school teachers with the essential qualifications, if such personnel are available; otherwise, the posts are filled by direct recruitment. Seventy-five per cent of the posts in the middle schools are filled by direct recruitment, the remaining being filled up by promotion if suitable personnel are available. Two-thirds of the vacant posts of senior teachers are filled by promoting trained graduate teachers. By promoting suitable senior teachers, the posts of principals of higher secondary schools are filled up. If suitable personnel are not available for promotion, the posts are generally filled by direct recruitment.

Teachers in service and administrators at various hierarchical levels of the Education Department who possess the required qualification, are free to apply for higher posts for which candidates are recruited by the UPSC.

Appraisal of Performance

The performance of employees belonging to different levels of the administrative machinery including the various categories of teaching and non-teaching staff of the Education Department, is evaluated in the following manner:

Educational Administrators

The performance of educational administrators at various hierarchical levels of the administrative system is assessed by the Director of Education. When assessing the performance of an *institutional head*, the deciding criteria is generally the effectiveness with which his school functions and the manner in which he runs the

school, sets priorities for allocation of resources and their utilisation, and decides upon strategies for the implementation of the plans and schemes at the institutional level.

Other items which are carefully examined during evaluation include: (a) the clarity of the objectives of the plan made and executed by him as also its flexibility and feasibility; (b) whether the plan provides for a proper analysis and classification of action and operating functions and also whether it sets up standards; and (c) whether all possible factors, contingencies and variables have been taken into consideration during the formulation of the plan. Once these points have been examined and assessed, the report is submitted to the Director of Education; it is later reviewed by the Secretary of Education.

Teachers

The day-to-day work of the teachers is assessed by the head of the institution who generally acts as the reporting authority. Daily diaries, which are maintained by teachers, are taken into account for appraising their performance. Periodic visits by teams of experts are made to the schools to observe and assess the activities of the teachers. In addition, annual inspections are conducted by a team of experts constituted by the Director of Education. The reports of these inspections are taken into consideration by the reporting authority while grading the teachers on their performance. The reports of the institutional heads are sent to the reviewing authority and then, after approval, to the accepting authority. The reviewing and the accepting authorities for teachers of different categories are shown in Table 8.1.

Non-Teaching Staff

The clerical staff working in schools and at the Directorate of Education, are considered as 'amalgamated' staff. The performance of the non-teaching staff, including the laboratory assistants, librarians, peons and others is appraised by the authority concerned which examines the performance of their daily duties. Reports are then prepared by the latter and submitted to the Director of Education, who, after reviewing them, sends the reports for approval to the Education Secretary.

Table 8.1
Authorities Involved in Performance Appraisal of Teachers

<i>Teacher</i>	<i>Authority</i>		
	<i>Reporting</i>	<i>Reviewing</i>	<i>Accepting</i>
— Primary school teachers, C I & PET (Rs. 1200-2600)	Headmasters of primary schools	Assistant Education Officer	Deputy Education Officer
— Trained graduate teachers & PET (Rs. 1400-2600)	Headmasters of middle/secondary schools, Principals of sr. sec. schools	Assistant Director of Education/ Deputy Education Officer	Director of Education
— Postgraduate teachers	Principals of sr. sec. schools	Assistant Director of Education	Director of Education

CI — Craft Instructor; PET—Physical Education Teachers.

Source: Directorate of Education, Andaman and Nicobar Administration, Port Blair.

Follow-up of Performance Appraisal

Individual feed-back on the appraisal report of staff members is sent to them. Their strengths and weaknesses are identified and discussed with the staff members; they are also advised on how to improve their performance.

In the case of *teachers*, their weakness with regard to their teaching, are identified, and to improve their performance level, in-service training programmes are conducted with the help of a team of experts.

Encouragement for Improvement of Qualifications

The Education Directorate encourages its teaching staff to improve their academic and professional qualifications. They are granted study leave or preparation leave whenever they undergo some training or pursue an academic course. The administration also arranges in-service training programmes and workshops, as and when necessary. This

helps it to have a strong, well-equipped team of local experts capable of contributing to the educational development of the islands. The teachers are sent for higher studies in Population Education to Bombay; in English-teaching programmes to Hyderabad; and for courses in Integrated Education for the Disabled to Coimbatore, Bombay and Delhi and also to the various training programmes in Psychology and Vocational Education conducted by national organisations like NCERT.

Training Programmes : Pre-service and In-service

The Andaman and Nicobar Island Authorities provide the teachers with facilities of pre-service and in-service training. Details of the various training programmes conducted in the union territory are shown in Tables 8.2 and 8.3.

Table 8.2
Teachers' Training Programmes : In-service and Pre-service

<i>Sl. No.</i>	<i>Training Programme</i>	<i>Nature of Training</i>	<i>Duration</i>	<i>Content</i>
1.	B.Ed.	Pre-service	1 year	Teaching methodology and subject content are related to the secondary and senior secondary syllabi.
2.	J B T (Junior Basic Training Course)	Pre-service	2 years	Teaching methodology and subject content are related to the syllabus at the primary level.
3.	JBT (IED)	"	"	"
4.	Training for teaching English	In-service	3 to 6 months but conducted in various phases with 10 to 15 days duration each	Deals with various aspects of teaching English at all school levels. Emphasis is on subject content rather than on the methodologies of teaching English.

Contd.

5.	Refresher courses on IED for regular and special teachers and training workshop for heads of schools	In-service	5 days	Deals with various issues in Special Education.
6.	Seminar-cum-workshop for all category of teachers on various subjects	In-service	Not more than 10 days	Various subject areas are dealt with.
7.	Seminar-cum-workshop for Physical Education teachers	In-service	7 days	Up-to-date knowledge is imparted.
8.	Seminar-cum workshop on educational planning and other important academic areas for heads of schools	In-service	As and when necessary	Educational Planning, maintenance of discipline, official record and many other areas.
9.	Seminar on Population Education	In-service	3 to 5 days	Recent development in Population Education.
10.	Training on NPE (1986)	In-service	8-10 days	Deals with various aspects of teaching-learning as envisaged by the NPE (1986)

Source: Field Study.

A study of the records on the provision of pre-service courses organised for the teachers, indicates that in 1988-89, 283 teachers were

provided with such training. Details of the pre-service courses and the number of personnel covered in 1988-89 are shown in Table 8.3.

Table 8.3
Pre-service Courses (1988-89)

<i>Institution/ Department Im- parting Training</i>	<i>Frequency of Course</i>	<i>No. of Employees Covered</i>
1. B.Ed. College	Once	40
2. JBT College	Once	68
3. IED Cell attached to State Institute of Education	Once	07
4. District English Teaching Centre attached to State Institute of Education	Twice	40
5. State Institute of Education	Five times	128

Source: Field Study.

For the betterment of academic qualifications, teachers are encouraged to register themselves for higher studies at their own expense. However, priority is always given to the needs of the institutions they are posted at, as also to the needs of the Directorate of Education and public interest. They are granted leave without any financial assistance. Before the teachers are given permission to proceed for higher studies, their annual confidential reports (ACR) are carefully examined. There are no restrictions on teachers for the improvement of their academic qualification, but at times, due to the non-availability of suitable substitutes, it is not possible for the Directorate to grant permission and spare their services for a particular period.

In-service training programmes for educational administrators are organised at Port Blair and also on the mainland by organisations at the national level such as NCERT, NIEPA and CBSE, as and when

necessary. These programmes are generally organised in the new areas of the curriculum and also to develop a resource base in the islands, generally with the intention of preparing resource personnel; to enrich the general abilities and competence of the administrators; to study the existing potentials in the union territory and to suggest innovations and improvements.

Some of the major areas in which in-service training programmes were organised earlier include the reform of examinations, universalisation of elementary education, micro-level planning, educational planning and administration, mental ability testing, etc.

Besides these, the officers of the islands' Education Department organise in-service training programmes in the various educational zones of the territory.

Assessment of Training Needs

So far, no special study for the assessment of training needs has been undertaken. The usual practice is that the regional officers, such as the Education Officer of Car Nicobar Islands or the Deputy Education Officers of various zones/sub-zones, submit to the Directorate of Education detailed proposals for conducting various training programmes. The proposals are carefully examined, their viability and feasibility studied and, if found worthwhile, are approved. The different units of the Directorate are asked to make the necessary arrangements to conduct the training courses.

The need for some training programmes like refresher courses on Special Education, Integrated Education for Disabled Children, Teaching of English, etc., is assessed at the central level in general and at the institutional level in particular. In such circumstances, the head of the institution sends the proposal to the Director of Education with special reference to the Ministry of Human Resource Development and the agencies organising such programmes, such as NCERT and the Central Institute of Language Teaching, Mysore.

While assessing the need of training programmes certain factors are taken into consideration; these include: (a) the need associated with a particular activity; (b) ability of the individual trainee; (c) competence, skill, etc., of the target group for whom the training programme is to be organised and (d) the objectives of the programme.

For training programmes, there are pre-specified quotas for prospective candidates belonging to the different categories. These reservations of seats, shown in Table 8.4, have been fixed by the Andaman and Nicobar Island Administration with the approval of the central government.

Table 8.4
Reservation of Seats for Different Categories of Candidates

<i>Category of Candidate</i>	<i>Quota of Seats</i>
— Local born & settlers.	50% of the reserved quota
— Wards of employees of the central govt. on deputation to the UT administration.	10% of the reserved quota
— Individuals with 10 years continuous education in the UT.	20% of the reserved quota
— Tribal students.	20% of the reserved quota.

Source: Field study.

Service Conditions

A majority of the schools in the islands are managed by the islands' administration. Both teaching and non-teaching staff of the Department of Education have certain facilities provided to them by the administration. These facilities, which are similar to the ones available to all central government employees, include the following:

1. *Medical Aid*—All inhabitants of the Andaman and Nicobar Islands are given free medical aid. The teachers under the union territory's administration, are given an additional medical allowance of fifteen rupees per month.
2. *Housing Facility*—Subject to the availability of accommodation, all employees of the administration are provided with a rent-free, standard accommodation. Those who are not given such an accommodation, have the provision of house rent allowance at the central government's rate, subject to certain restriction(s) imposed by the Government of India. The nature of

accommodation provided to the staff is directly dependent on their pay scales. Personnel from the mainland serving in the union territory, also enjoy a similar facility of housing and accommodation.

The staff enjoy other facilities like loans, teaching allowance, retirement benefits, bonus, etc. These are given to the teachers under the union territory's administration and according to the instructions laid down in the service rules framed by the Government of India. For teachers working in the 'Kendriya Vidyalayas' and the 'Navodaya Vidyalayas', the terms and conditions laid down by the Kendriya Vidyalaya Sangathan and the Navodaya Vidyalaya Samiti, are followed. For non-government organisations, the terms and conditions including their service conditions, are in accordance with the Delhi Education Code of 1973.

For employees of recognised private schools, the scales of pay, allowances, medical facilities, pension, gratuity, provident fund and other benefits are the same as for those serving in the government institutions. If the benefits are less advantageous than those of the government employees, the Department may ask the managements of these institutions to upgrade them.

Code of Conduct

Educational administrators as well as other teaching and non-teaching staff are required to adhere to the 'Code of Conduct' followed by the central government employees; no separate code of conduct has been prescribed for the teachers serving in the Andaman and Nicobar Islands. Teachers of government schools are governed by the Financial Rules (FR) and Service Rules (SR) which all central government employees are required to follow; teachers of recognised private schools have to abide by the Education Code (1973); Delhi Education Act and Rules (1975) and various other notifications issued, from time to time, by the central government or the administration of the union territory.

Litigation Cases

Any dispute between the staff of the Education Department or the staff and the government, may be taken to the State Tribunal, the High

Court or the Supreme Court. Litigation cases taken to court, are usually related to matters like transfer, seniority, appointment and also regularisation of non-local candidates. The majority of the cases are, however, settled by the State Tribunal. From 1985-86 to 1991-92, sixty-nine cases were considered for settlement. In 1990-91, five cases were awaiting a final settlement by the Supreme Court. It is quite obvious from these figures that litigation cases in the islands need urgent attention.

General Issues

The administration of the islands is making efforts to look after the efficient functioning of the Education Department as also the staff responsible for such effectiveness and it has a rather well organised system of personnel management. The authority takes care to safeguard the interests of the teaching and non-teaching staff of the government institutions, and also of those serving in the recognised, private schools. This seems to indicate that there is sufficient security of jobs and desirable service conditions for the employees of both government and non-government schools, and that the islands' administration uses its authority to intervene in cases where the welfare of its employees is jeopardised in either government or non-government schools.

The union territory is unique with regard to its geographical and demographic characteristics; because of this, the procedure of recruitment of teachers is given a lot of thought and consideration. The procedure for the final selection of candidates by preparing three panels of selected candidates and giving preference to the local ones over those who happen to be just locally available or from the mainland, is a part of the personnel policy.

The current planning in respect of the appointment of teachers is to provide new teachers according to targets of additional enrolment in the ratio of 1:20. Taking the overall targets into consideration, the islands' administration is of the view that additional teachers would be required by 2000 AD. To recruit them, it will be necessary to keep in mind the enrolment by the media of instruction, the class and the needs. As this has not been the practice so far, the result is a mismatch between demand and availability despite an adequate overall teacher strength.

The union territory proposes to take into account medium-wise requirement to create and fill up the posts accordingly.

The National Policy on Education (1986) emphasises that in every institution at least 50 per cent of the teachers should be female. In the islands, the percentage of female teachers at the primary education stage is 47.6 and at the upper primary education stage, it is 43.5. The enrolment of girls too lags behind that of boys. Therefore, the administration has decided that henceforth, 50 per cent of the recruitment of primary school teachers will be that of female teachers and that this required percentage will be recruited according to the medium of instruction.

Closely related to the subject of women teachers is the issue concerning accomodation. In the union territory, it is an accepted strategy to provide teachers with accomodation; and that too within the school compound in the case of primary and upper primary schools. This strategy is proposed to be continued and priority would be given to women teachers in the allotment of accomodation.

The teachers in the islands have to adhere to the code of conduct followed by all central government employees. Their service conditions are similar to the ones of central government employees elsewhere in the country. They also have to abide by the Delhi Education Acts and Rules (1975), Delhi. Since the union territory has its peculiar geographical, demographical and topographical features, there is a felt need for a separate set of conduct and service rules for the teachers and other personnel serving the union territory as that would be more feasible.

The National Policy on Education(1986) and its Programme of Action have emphasised the need for suitable programmes for personnel at various levels of the education system to facilitate their professional development. To consider the issue of the training of personnel and certain other important organisational issues, and also to evolve a training policy in planning and management, a workshop on Educational Planning and Management was held at Port Blair in November, 1993. In this workshop, state-level officers at different rungs of the administrative machinery and resource persons from NIEPA participated. These participants identified certain categories of

educational personnel, besides teachers, who constitute an important category of trainees, namely : (a) heads of primary, middle and secondary schools; (b) block-level educational officers; (c) district-level educational administrators and (d) state-level administrators.

In the context of the problems related to the enrolment, retention and achievement of the students of the Nicobar islands and also of the southern group of islands, the training scheme may include non-formal education functionaries, NGOs and island-level education committees.

Chapter 9

Financial Management

In the union territory, the major responsibility of educational finance is borne by the administration, particularly in respect of school education, which, barring a few exceptions, is entirely financed by the administration. The management of finances is, therefore, an important aspect of Educational administration in the union territory.

Budget Formulation

Though formulation of the educational budget is initiated at the Directorate of Education, the draft for the annual budget is prepared by the unit heads and officers in charge of various educational zones and sub-zones. It is then passed on to the Directorate where the drafts received from different units, zonal and sub-zonal offices are scrutinised and consolidated. Due consideration is also given to the information received from the different institutions.

The draft of the budget is then examined by the Secretary and also by the central government and is approved only after a consensus regarding the modalities, strategies and final allocation of funds is reached.

The financial requirements which are shown in the budget, comprises: (a) Plan and (b) Non-plan heads. The *plan budget* includes estimates for the next financial year on account of and as a result of the expansion of education and implementation of new educational

schemes introduced in Andaman and Nicobar at the beginning of the plan as well as those which are proposed to be included in the budget of a particular year in the context of the planned educational growth. The expenditure on new programmes and activities such as creation of new posts, is included under the 'plan-head'.

The *non-plan budget*, on the other hand, concerns the estimates of those expenditure which have already been initiated during the last five-year plan period and will continue. By and large, these amounts are needed for maintenance; for example—salaries of staff, office expenditure, machinery and equipment, etc., and the amounts required for grants-in-aid. After the five-year plan period, the posts which have been continued for a period of more than three years, also become a part of the non-plan funds. The budgeted expenditure of the Education Department under the 'Plan' and 'Non-Plan' heads from 1980 to 1990, is shown in Table 9.1

Table 9.1
Budgeted Expenditure for Education Department
(1980-1990)

(Rs. in lakhs)

Year	Total Budgeted Expenditure			
	Plan	Non-Plan	Proportion of Plan to Non-Plan	
1980-81	3.60	15.93	4.43	1:4
1981-82	4.20	16.00	3.81	1:4
1982-83	5.10	16.80	3.30	1:3
1983-84	5.10	16.95	3.30	1:3
1984-85	5.50	16.95	3.08	1:3
1985-86	5.55	20.80	3.75	1:4
1986-87	5.30	25.80	4.87	1:5
1987-88	5.30	36.00	6.80	1:7
1988-89	5.35	36.00	6.70	1:7
1989-90	5.69	45.98	8.10	1:8

Source: Directorate of Education, Andaman and Nicobar Administration.

Table 9.1 reveals an increasing trend in the plan as well as non-plan budgeted expenditure during the eighties. The proportion of plan to non-plan budget, though rather erratic, rose steadily during 1987 to 1990. The plan expenditure has, in general, ranged between one-third to one-fifth of the non-plan expenditure till 1987; thereafter, it ranged from one-seventh to one-eighth of the expenditure.

The educational effort of different states and union territories is captured by the per capita expenditure and the share of the education budget (Revenue) to total budget. The per capita budgeted expenditure on education in the islands during 1981-82 was Rs.209.8. In 1991-92, it was Rs.705.3. The percentage of budgeted expenditure on education by the Education Department was 10.7 in 1981-82 and it rose to 12.7 in 1992-93, being conspicuously lower than the all-India percentage of 20.0 at both points of time. The per capita budgeted expenditure was, however, much higher at the territorial level than at the all-India level, though there was a significant increase in the national-level expenditure which were recorded to be Rs.57.7 and Rs.222.9 in 1981-82 and 1991-92, respectively.

Grants-in-Aid

Grants-in aid are processed and given to institutions strictly on the basis of the provision made in the Delhi School Education Act and Rules (1973). According to this legal provision, the powers have been delegated to the head of the Education Department, that is, the Director of Education, who, with the approval of the Secretary for Education, releases ad hoc grants. The release of ad hoc grants is examined carefully; generally 60-70 per cent of the grant-in-aid is admissible to an institution.

As stated earlier, a majority of the institutions in the islands are government managed. Their entire expenditure is met by the administration. Since only the aided institutions are eligible for receiving grants, non-government institutions which do not receive grants mobilise their own funds. The community provides help and support to the schools in the form of free labour and local materials for the construction of temporary school buildings; but, it does not give any monetary help. The institutions are under obligation to let their accounts be audited by personnel deputed by the Department.

Fee Structure

Education is free upto the senior secondary level. Though the administration bears the entire expenditure of school education, private, recognised schools charge a fee which varies from school to school. There are no rules which govern the amount to be charged. As yet, no special cess or tax has been levied for education in Andaman and Nicobar Islands.

Per Pupil Cost

The cost per pupil in institutions at various stages of education and at different points of time, that is, 1973-74, 1983-84 and 1987-88 at the territorial and the national level, is shown in Table 9.2.

Table 9.2
Per Pupil Cost by School (1973-74, 1983-84 and 1987-88)

(In Rs.)

School	Year					
	1973-74		1983-84		1987-88	
	A&N	All India	A&N	All India	A&N	All India
Primary	300.0	72.3	*	217.1	1637.9	339.7
Upper primary	366.7	110.6	813.2	285.1	1992.5	429.7
Secondary and Senior secondary	516.7	213.6	734.8	600.7	2008.8	771.5

* Not available

Source: Indicators of School Education in India, NIEPA.

Income and Expenditure Pattern

Educational expenditure, both recurring and non-recurring, incurred by the institutions, varies from school to school depending on their management and type. Expenditure—both recurring and non-recurring in the sampled government schools during 1984-85 to 1988-89, is shown in Tables 9.3 and 9.4.

As indicated in Table 9.3, all types of schools spent in 1984-85 a major part of their financial resources on the salaries of staff—teaching

and non-teaching. Compared to this, a markedly low percentage of expenditure was incurred on teaching-learning materials and libraries. This trend was evident in the late eighties also. In the senior secondary and secondary schools, where it is essential that students be provided with facilities to enrich their minds, less than 5 per cent of the total expenditure was on books and other teaching-learning materials. The primary and upper primary schools did not incur any expenditure on scholarships and stipend; in the secondary and senior secondary schools less than 2 per cent was spent on such items.

It seems that schools are not spending an appreciable amount on items which affect the quality of education. While it is essential for a school to pay the staff well, it is equally essential for it to provide the students with adequate instructional materials. For every school, irrespective of its location, a well-equipped library is an asset; in case of the schools in Andaman and Nicobar Islands, it is of greater importance as the children are physically cut off from the mainland.

Table 9.3

Item-wise Recurring Expenditure on Education in Government Schools

(Based on Sample)

School / Year	Expenditure on (In %)						Total Amount *
	Salary	Teaching	Libra-	Scholar-	Others		
	Teachers	Learning	ries	ships			
	Others	Materials					
Primary							
1984-85	95.2	1.5	1.0	0.7	—	0.2	91.42
1985-86	86.4	12.3	.3	0.2	—	0.8	134.32
1986-87	94.5	4.4	.2	0.3	—	0.6	209.90
1988-89	95.7	3.6	.2	0.3	—	0.2	297.85
Upper Primary							
1984-85	98.0	0.5	.8	0.3	—	0.4	290.5
1985-86	99.0	0.5	.2	0.1	—	0.2	332.40
1986-87	96.5	2.5	.2	0.2	—	0.6	346.20
1988-89	97.0	2.1	.2	0.2	—	0.2	473.12

Contd.

Secondary							
1984-85	93.4	13	1.2	0.9	1.0	2.2	85.60
1985-86	83.0	12.2	1.0	0.8	2.0	1.0	106.11
1986-87	81.1	14.2	1.1	0.8	1.2	0.8	131.92
1988-89	90.6	6.3	0.5	0.7	0.6	1.4	178.96
Sr. Secondary							
1984-85	83.5	9.7	3.5	0.6	0.8	1.7	113.73
1985-86	82.9	13.0	1.1	0.7	1.1	1.0	107.32
1986-87	81.1	14.2	1.1	0.8	1.2	1.5	131.92
1987-88	89.4	6.9	0.4	0.5	0.5	2.2	195.78
All Schools							
1984-85	94.1	2.6	1.4	0.5	0.3	1.1	581.26
1985-86	91.3	6.7	0.5	0.3	0.5	0.7	680.15
1986-87	92.2	5.7	0.5	0.4	0.2	0.9	808.85
1988-89	94.5	3.9	0.3	0.3	0.2	0.7	1145.71

*Rupees in lakh

Source: Field Study.

In Table 9.4 the non-recurring expenditure on various items in the sampled government schools is shown. Evidently, in respect of non-recurring expenditure in 1984-85, the maximum amount was spent by all schools on school buildings. This trend was particularly prominent till 1988-89, except in 1985-86, when the amount spent by all schools on school buildings suddenly dropped to about 20 per cent of the total expenditure. The percentage of expenditure on school buildings increased markedly in 1986-87 in all types of schools; in fact, it was the highest in the entire period from 1984 to 1989, the recorded percentage to total being 87 in the case of primary schools, 89 in the case of upper primary schools, 69.7 in the case of secondary schools, 62.6 in the case of senior secondary schools and 78.3 in the case of all schools collectively. In 1986-87, the amount of non-recurring expenditure was also the highest in the entire period under consideration.

Cumulative recurring and non-recurring expenditure, as shown in Table 9.5, has risen steadily over the years being the highest in the case of upper primary schools. From a comparison of Table 9.3 and Table 9.5, it is seen that though in actual terms the total financial amount rose steadily in respect of recurring expenditure over the period 1984-85 to 1988-89 with considerable increase in each successive year, in terms of

percentage a marked drop was evident at all stages of education in 1986-87. This sudden drop was maximum for schools at the senior secondary level of education—being about 12 per cent.

Table 9.4
Item-wise Non-Recurring Expenditure on Education in Government
Schools

(Based on sample)

School/Year	Expenditure on *				
	Building	Furniture	Equipment	Others	Total Amount**
Primary					
1984-85	45.6	25.0	3.4	26.0	4.40
1985-86	8.6	.05	—	40.6	2.46
1986-87	87.0	5.0	3.0	5.0	25.16
1988-89	62.1	16.1	1.6	20.2	6.20
Upper Primary					
1984-85	55.0	10.0	15.0	20.00	5.12
1985-86	12.5	35.5	26.0	26.0	3.65
1986-87	89.2	3.5	3.3	4.0	28.41
1988-89	74.6	7.7	3.2	14.5	14.18
Secondary					
1984-85	53.2	19.2	8.6	19.0	7.52
1985-86	23.3	37.0	17.7	22.0	3.94
1986-87	69.7	11.3	6.4	12.6	20.29
1988-89	51.5	9.0	19.5	20.0	12.59
Sr. Secondary					
1984-85	90.5	3.2	2.3	4.0	34.80
1985-86	19.5	35.8	20.4	24.3	3.91
1986-87	62.6	3.8	6.0	27.6	22.77
1988-89	57.2	6.4	19.7	16.7	16.50
All Schools					
1984-85	77.7	8.0	4.7	4.99	51.84
1985-86	17.0	38.5	17.5	3.77	13.97
1986-87	78.3	5.6	4.5	11.22	96.64
1988-89	62.4	7.7	12.6	17.30	49.47

* In percentage

** Rupees in lakh

Source: Field Study.

Table 9.5
Recurring and Non-recurring Expenditure in Government
Schools

(Based on sample)

<i>School/ Year</i>	<i>Cumulative Expenditure*</i>	<i>Percentage of Recurring to Total Expenditure</i>
Primary		
1984-85	95.82	95
1985-86	136.78	98
1986-87	235.06	89
1988-89	304.05	98
Upper Primary		
1984-85	295.62	98
1985-86	336.05	99
1986-87	374.61	92
1988-89	487.30	97
Secondary		
1984-85	93.12	92
1985-86	110.05	96
1986-87	152.22	87
1988-89	191.55	93
Sr. Secondary		
1984-85	148.53	NA
1985-86	111.23	96
1986-87	143.60	84
1988-89	212.28	92
All Schools		
1984-85	633.103	92.0
1985-86	694.120	98.0
1986-87	905.497	89.3
1988-89	1195.180	96.0

* Includes recurring and non-recurring expenditure in Rs. in lakhs.

Source: Field Study.

The union territory is making noteworthy efforts for the progress of education in the islands by bearing the bulk of the educational expenses. However, cooperation from voluntary organisations in this

matter may further help the cause of education in the territory, especially in the areas predominantly inhabited by tribals. For better management of financial resources, efforts are being made to modernise the system ; modern concepts like zero-based budgeting have been introduced in the union territory and it has proved to be effective.

Chapter 10

Information Management

In educational planning and administration, the management of information has its own significance. The timely collection of data in a meaningful manner and its subsequent analysis, interpretation and dissemination, are crucial for effective decision making, planning and management. The ability to manage information in today's ever-changing world is a key issue for administrators.

Statistical Machinery

At the Directorate level of the union territory's administrative machinery, a statistical unit responsible for the collection, compilation, consolidation and dissemination of all educational information has been set up; a statistical officer is in charge of this unit. The baseline data at the block and district levels are collected for each of the educational zones and sub-zones from the zonal and sub-zonal officer with the help of their statistical assistants. On the basis of these and other data, estimates are made and district-level plans finalised. These data are then passed on to the Directorate where they are compiled, processed and recorded. The processed data is submitted to the Secretariat where a statistical bureau further processes, analyses and disseminates them. There are no fixed norms regarding the frequency of the collection of data, and the job is undertaken as and when necessary.

Coverage, Tools and Flow of Educational Information

The educational information collected from different sources at the

institutional, block, district and territorial levels by the Statistical Unit of the Directorate usually includes the following items:

- Enrolment of students at various stages;
- Number of institutions and teachers at various stages;
- Financial data of institutions at various levels;
- Data regarding scheduled tribes students;
- Results of secondary and senior secondary examinations conducted by the CBSE and details related to such examinations; and
- Any other information/data required by the government.

Data are collected from the institutional, block and district levels and the entire territorial level through various proforma and forms which are as follows:

1. Institutional Level

- Forms for data on enrolment, teachers, buildings, hostels, etc.;
- Forms for data on scheduled tribes, sex-wise enrolment, incentives, expenditure, etc.;
- Form for fixation of posts;
- Monthly progress report on the 20-Point Programme;
- Quarterly staff position;
- Subject-wise pass percentage at the A.I.S.S Examination ; and
- Details of candidates appearing at the All India Secondary Certificate/Senior School Examination.

2. Block and District Level

- Provisional educational statistics used for the collection of data on enrolment, teachers, buildings, break-up for scheduled tribes, hostels, etc.;
- Forms used for the collection of statistics on sex-wise enrolment, incentives, expenditure, etc.;
- Form for post fixation; and
- Monthly progress report on the 20-Point Programme.

3. State Level

- Form ES I(s) — For numerical data on school-level education;

- Form ES I(C) — For numerical data on higher education;
- Form ES IV(C) — For numerical data on institutions for higher education;
- Form ES II(C) — For financial data on institutions of higher education;
- Form ES IV(s) — For numerical data on education of SCs and STs at school level;
- Form ES III — For data on examination results; and
- Form ES II(s) — For financial data of institutions at the school level.

These proformae and tools used specifically for collecting information are generally sent out by the Directorate to the zonal and sub-zonal offices and to the institutions of higher education. From these offices the proformae are sent to the schools within their jurisdiction, which send back the filled-in forms to the Directorate through the zonal/sub-zonal offices. The institutions of higher education also send information to the Statistical Unit of the Directorate. This exercise is repeated every year to update the information.

The information collected in these forms from various levels are used by the union territory for educational planning. These data are also sent to: (a) the Ministry of Human Resource Development; (b) the Planning Commission; (c) national-level organisations like the National Council of Educational Research and Training and the National Institute of Educational Planning and Administration and (d) the UT Administration for use in its various publications, implementation of the 20-Point Programme and for various administrative purposes such as the creation of posts, allocation of posts to schools, annual administration report, etc.

No statistical publication or any other information is brought out by the Directorate of Education. However, consolidated statistical information regarding various departments of the Andaman and Nicobar Islands is brought out almost every year by the Statistical Bureau of the islands' administration. Among others, these publications include: (a) *Basic Statistics of Andaman and Nicobar Islands*; (b) *Island-wise Statistical Information*; and (c) *Andaman and Nicobar Islands At A Glance*.

General Issues

Due to the peculiar geographical conditions of the region, schools are very often located in remote and far flung areas as well as in the innumerable islands which are not only remote but also difficult to reach. Inter-island communication is slow and in certain months of the year, very poor. This leads to a number of problems which delay the collection and dissemination of data and makes it a formidable task. The multi-lingual population belonging to different communities adds to the problem as it increases the volume of work.

At present the information management system in the islands is merely one of data collection and provides only summative information or achievement figures after the action is complete. It does not provide any scope for the assessment of the process of implementation and taking decisions regarding the corrective action. The information is sometimes late, consequently becoming invalid and unreliable and of little use to the management. This situation is, to a large extent, due to the fact that decision-making powers are largely centralised at the departmental level with little or no delegation to other levels.

With the proposed decentralisation, authority will be delegated to the block and district-level officers, who may then be expected to be interested in scrutinising and analysing the information before taking any decision. This may, in turn, lead to the timely submission of accurate and relevant data. The statistical unit at the territorial level is not adequately equipped with modern devices for processing and dissemination of data. There are no computers as yet even at the Directorate level, and information is manually computed by the different personnel posted at various levels of the educational administrative machinery. This delays the entire process of compilation, analysis and subsequent dissemination of data. Computer facilities for information processing are required for reducing the time-lag as well as for better analysis and application.

The collection and dissemination of accurate information and statistics is essential for the correct assessment of any existing system and the subsequent corrective actions necessary. This in turn is crucial for proper decision-making and effective planning. The entire system of information management in the union territory therefore needs

improvement. The Andaman and Nicobar Administration Secretariat is giving a serious consideration to the establishment of a management information system, designed with the help of expert agencies, and envisaged to provide periodic quantitative data for each of the education sectors, particularly that of the elementary education stage. In addition to the financial expenditure which will be a part of the system, plans of action showing the different activities, time targets and personnel responsible will also be prepared on each plan scheme. This, however, may take some time.

Computers are proposed to be utilized for compilation, processing and analysis of data. This would not only accelerate the pace of such work and reduce errors bound to creep in manual computation, but also help in the proper storage and maintenance of records. To use computers for data processing and storing, trained and competent personnel would have to be appointed, and for the collection of accurate data, teachers and other personnel engaged in such work, would have to be trained. Computer training programmes for teachers and all others involved in the management of information, would, therefore, have to be organised.

Chapter 11

Educational Planning

Along with the beginning of the Five-Year Plans, especially from the Second-Plan period, that is, from 1956-57 onward, educational development in the islands was initiated in a more systematic and organised manner. The plan outlays allocated by the Planning Commission for the union territory, have shown an upward trend in each successive plan and is shown in Table 11.1.

Table 11.1
Plan Outlays and Expenditure

		(Rs. in lakhs)
<i>Five-Year Plan</i>	<i>Outlay</i>	<i>Expenditure</i>
First	558.05	85.47 (15)
Second	603.14	364.88 (60)
Third	979.32	636.20 (65)
Fourth	1400.00	1470.00 (105)
Fifth	3372.00	2120.70 (63)
Sixth	9660.50	10006.44 (104)
Seventh	28500.00	NA
Eighth	55420.00	NA

* Figures in parentheses denote expenditure as percentage of total plan outlay.

- Sources:**
1. Basic Statistics 1990. Statistical Bureau. Andaman and Nicobar Administration, Port Blair.
 2. Annual Report-1993-94. Ministry of Human Resource Development, Department of Education, Government of India, 1994.

From Table 11.1 it is seen that from the First-Plan period till the Fourth-Plan period, there were sudden jumps in outlay; especially in the Fourth-Plan period when a marked improvement took place and since then, the upward trend has been maintained. With each successive plan, the outlay increased almost three-fold and was Rs. 28,500 lakhs during the Seventh-Plan period. In the next plan, it doubled to Rs. 55,420 lakhs.

The approved outlays in respect of the various sectors of education for the five-year plan period extending from 1992 to 1997 are shown in Table 11.2.

Table 11.2
Approved Outlay by Sectors (1992-97)

<i>Sector</i>	<i>(Rs. in lakhs)</i> <i>Approved Outlay</i>
Elementary Education	2074
Adult Education	34
General Education	4222
Technical Education	1320
Total Education	5542

Source: Annual Report 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, 1994.

Obviously, the maximum outlay of Rs. 4,222 lakhs is for general education during 1992-97. The outlay for education in the annual plans of 1990-91, 1991-92, 1992-93 and 1993-94 is shown in Table 11.3.

Table 11.3
Outlay and Expenditure of Annual Plans (1990-91 to 1993-94)

<i>Annual Plan</i>	<i>Outlay *</i>
1990-91	1044.63
1991-92	1013.00
1992-93	1312.15
1993-94	1242.00

* Rs. in lakh.

Sources: 1. Eighth Five-Year Plan, Andaman and Nicobar Islands Administration.

2. Annual Report 1993-94. Ministry of Human Resource Development, Department of Education, Government of India, 1994.

The approved plan outlays for the various educational sectors during 1993-94 is shown in Table 11.4.

Table 11.4
Approved Plan Outlay by Educational Sectors (1993-94)

<i>Sector</i>	<i>Plan Outlay *</i>
Elementary Education	488
Adult Education	6
General Education	1021
Technical Education	221

* Rs in lakh.

Source: Annual Report, 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, 1994.

From a study of the sector-wise approved outlays for 1993-94 as shown in Table 11.4, it is evident that as in the Eighth Five-Year Plan, the maximum amount—about 82 per cent of the total outlay of 1993-94 annual plan, is earmarked for general education. About 40 per cent of the total approved outlay is for elementary education. For the district of Andaman, Rs. 5963.8 lakhs has been set apart for education during 1992-97 and Rs. 1069.3 lakhs for the Annual Plan of 1992-93. For the Nicobar District, Rs. 1036.2 lakhs has been allotted for 1992-97 and for the Annual Plan of 1992-93, Rs. 242.9 lakhs has been earmarked.

Organisational Arrangements and Formulation of Plans

The Planning Commission formulates a plan framework in consultation and collaboration with the states/union territories; this framework proposes a broad perspective of the tasks to be accomplished—such as the rates of economic growth, employment generation, alleviation of poverty, extent of resource mobilisation, etc. The basic parameters determining the nature and size of the plan generally include an analysis of the economic and social situation, policies, objectives and the developmental perspectives, possibilities of resource mobilisation and feasibility.

The plan document is prepared and placed before the National Development Council (NDC) for approval. After its approval, detailed exercises are carried out in consultation with the central ministries,

state governments and union territory administrations about the size of the plan, the major tasks to be accomplished, the sectoral allocations, etc., to elaborate the annual plans.

At the individual level, the union territory's Planning Board/Planning Department collects sector-wise plan data from various departments/units and formulates a detailed plan of all the sectors including education. The main issues concerning total outlay, sectoral allocations, major projects to be taken up and resources to be allotted to them, are decided by a high level committee. The plans are formulated by the various departments according to the sectoral allotments and guidelines issued by the Planning Department.

The Lieutenant Governor, as the Administrator of the union territory, is in overall charge of formulation, implementation and evaluation of plans in the territory. The Secretary of Education is the co-ordinator for educational plans; he consults and co-ordinates with other departments before finalising the draft plan.

The preparation of the draft educational plan is the responsibility of the Directorate of Education. Though information and proposals for the draft plan on education are collected from different levels, educational planning is an exercise done primarily by the Development Unit III which functions under the overall charge of the Secretary of Education.

Educational planning actually starts at the grassroot level. The officers at the block level as well as the leaders of the community submit their proposals to the Planning Unit of the Directorate. Proposals regarding local needs are submitted to the Directorate by the education officers of the various zones and sub-zones to which the territory has been divided for administrative purposes. Information and reports sent in by the institutional heads to the Directorate and the data collected by the statistical wing on various items like distribution of population by age and sex, future enrolments, dropout and stagnation rates, etc., are also taken into consideration. The year-wise increase of the floating population from the mainland is another factor which is given considerable thought and weightage while drafting the plan.

Other factors given importance during the preparation of the draft plan include the latest statistical data on education and training, beneficiaries of various incentive schemes, construction of schools and

residential quarters for the teaching staff, courses of study and employment opportunities available, etc. Programmes for meeting local needs are clustered and the draft plan is made after inter-departmental interaction.

At the Directorate, the data and information received from its different sources and levels are processed. The Director of Education is responsible for the co-ordination of the plan within the Directorate and holds meetings with the officers at various levels to discuss the draft plan. These meetings and similar conferences at the zonal and institutional levels help in involving all concerned with the planning process, particularly with the formulation of the plan and its implementation.

The draft plan, particularly the necessity and possibility of effecting certain changes in plans and programmes, is discussed by the Secretary of Education with the various departmental heads. These meetings and discussions help to keep in focus the objectives and guidelines of the Planning Commission as well as provide an opportunity to discuss the various aspects of implementation and the future impact of such plans. The plan is also placed before the 'workstudy unit' for consideration; suggestions put forward by it are reviewed and necessary modifications made before submitting the plan to the islands' administration and thereafter, to the Planning Commission for finalisation and approval.

Implementation, Monitoring and Evaluation of Plans

After approval from the Planning Commission, plans are implemented by the executing agencies. If necessary, the outlay approved by the Planning Commission is recast and priority areas re-identified because of the difference in estimated and approved outlay. The details of the approved outlay along with physical and financial targets to be achieved, are transmitted to the officers responsible for various programmes. Several meetings are held and workshops, etc., are conducted during the implementation of plans. These meetings and workshops help in monitoring the implementation of plans as well as in evaluating their impact. A constant watch is kept on whether predetermined physical and financial targets are being achieved or not. The goal is kept in constant view and alternate strategies are decided

and adopted if, for some reason or the other, objective(s) are not achieved.

The various programmes are monitored by the individual units of the Directorate mainly on the basis of the statistical data. For example, the administrative cell of the Integrated Education For Disabled Children (IED) collects, through surveys, baseline data which are referred to its testing workshop. On the basis of these data, different kinds of therapeutic treatment and behaviour modification techniques are adopted for various disorders. Sometimes, disabled children are sent to the IED centres and kept in resource-room custody till they are capable of living a normal life. This cell is also responsible for monitoring the work of the IED centres. The programmes of improvement of education—especially in terms of enrolment, attendance, retention, etc. and also physical facilities, are monitored selectively by collecting statistical data through surveys.

The 'lead schools' of the school complexes informally monitor the implementation of the plans. The Director of Education and his zonal/sub-zonal officers visit the institutions, hold discussions with the institutional heads and teachers and evaluate the implementation of plans. Various types of data are collected regularly for this purpose on the basis of a set of forms. These include: (a) register of pre-primary, primary, middle, secondary and senior secondary schools, IED centres and NFE centres; (b) register containing data obtained through survey on children of school-going age; (c) register of school catchment areas and school complexes; (d) catchment area report and enrolment targets; (e) reports of institutional progress and (f) register of handicapped children, adult learners, etc.

No specific unit has been set up as yet in the Education Department for monitoring or evaluating plans, but the responsibility rests with the Director of Education. In the absence of such a unit it becomes difficult to carry out this exercise in an organised and scientific manner. The officers of the Directorate are of the opinion that for better results, a separate unit is needed.

Techniques of Planning

Methods and techniques adopted for educational planning include a projection of: (a) enrolment and (b) teacher requirements. These

projections are made on the basis of demographic data taking into consideration the enrolment trends, the teacher-pupil ratio and mobilisation of non-financial/financial resources. The estimates of enrolment face certain problems typical of the islands. The population figures are not predictable due to the continuous influx of population from the mainland.

As regards the assessment of teacher requirements, circumstances typical to the islands have necessitated certain deviations from the Third Appendix of the Delhi Education Code (1975), which prescribes the norms for fixing teachers' strength in schools. Consequently, special instructions regarding fixation and creation of teachers' posts have had to be issued. The instructions for different types of schools in this respect are as follows:

1. Primary Schools

Irrespective of students' strength, there is no single-teacher primary school. According to provisions, a primary education section normally consists of forty pupils and one primary school teacher (PST) in a primary, middle, secondary or senior secondary school. There is provision for an additional PST if the number of sections is more than eight in a school. For a group of twenty students or even less, two teachers are provided; however, for each set of twenty students, additional teachers are provided. In schools with the enrolment exceeding seventy-five in classes 1 to V, a headmaster is provided.

2. Middle Schools

A section normally should have a minimum of ten students and a maximum of forty-five students. For each section, there is provision for one and a half graduate teachers. In the case of a school with an odd number of such sections, a full teacher is allowed against the half teacher. Extra teachers, one male and one female for craft and one for physical education, are provided. For each middle school, there is provision for a headmaster.

3. Secondary and Senior Secondary Schools

For each section, one and a half teachers are provided. In the case of schools with an odd number of sections, a full teacher is allowed

against the half teacher. For every secondary school there is provision for a headmaster while in the case of a senior secondary school, there is provision for a principal as well as a vice-principal. A section normally comprises forty students and the break-up of sections is with every additional forty-five students, that is, enrolment figures exceeding forty-five, ninety, a hundred and thirty-five and so on. Except in the case of rural schools in remote and isolated areas, the formation of a section with less than ten students is not permitted.

At the senior secondary stage there is provision for postgraduate teachers for certain subjects which include: English, Mathematics, Physics, Chemistry, Life Science, History, Drawing, Economics, Geography, Civics, Bengali, Hindi, Agriculture, Tamil, Music, Physical Education, Home Science and Urdu. This is, however, subject to the condition that the school has the provision for teaching these subjects, and the number of students in class XI is not less than six in schools in the rural areas and twelve in schools in the urban areas with the exception of isolated islands where arrangements for shifting class XI students are not feasible.

An additional teacher for Physical Education and a librarian are posted in all the senior secondary schools; in co-educational schools, female teachers instead of male teachers for Physical Education are posted. For every three laboratories, an assistant and an attendant are provided.

In all schools with hostel facilities, there is provision for non-teaching staff like clerks, peons, sweeper-cum-mali, etc, and an attendant.

Expansion and Rationalisation of Educational Facilities

For the expansion of educational facilities such as the opening of new schools, the supply of teaching-learning materials and the appointment of additional teaching staff, the officers of the Education Department first study and assess the need, on the basis of which further expansion of facilities is planned. The main considerations for the expansion of such facilities are the number of school-going children and the coverage achieved by the existing facilities. At the primary

stage, a new school is allowed, firstly, if the village/habitation is not connected by a serviceable road; secondly, there are at least twenty children in the relevant age group, that is 6-11 years, residing in the village/habitation; thirdly, the village/habitation is in an area which is considered to be remote; and fourthly, there is no primary school within a radius of 1.5 km. These, along with certain other conditions such as the minimum number of prospective pupils in the higher classes which should be at least ten, hold good in the case of the upgradation of a school.

Proposals for opening new schools or upgrading the existing ones are invited from the village/block/tehsil development committees and are forwarded, through the Deputy Education Officer of the concerned zones/sub-zones, to the Directorate of Education. There they are scrutinised and discussed with the Secretary of Education and the Advisory Committee of the Lieutenant Governor.

To open a new school, the acquisition of land is not a problem since land in the entire territory belongs to the government. The Andaman Public Works Department (APWD) is responsible for designing and constructing buildings for schools. Furniture, science equipment, etc., are purchased for the schools by the Director of Education and the Deputy Education Officer (Science) of the Science Unit in the Directorate. Sports/games articles are purchased by the Sports Unit of the Directorate. For the purchase of all these articles, the usual guidelines and formalities are followed. These are then supplied to the individual schools in accordance with their requirements.

Planning and Management of Centrally Sponsored Schemes

Through the mechanism of centrally sponsored schemes, the centre has been promoting certain schemes in the states and union territories. These schemes were launched in consultation with the states and union territories after the financial support by the centre for priority areas of education was stepped up as a consequence of the National Policy on Education (1986) and its subsequent modifications.

The centrally sponsored schemes being implemented in Andaman and Nicobar Islands include: (a) Integrated Education For Disabled Children (IEDS); (b) Environmental Orientation In Education and

(c) Operation Blackboard. The details of financial assistance in respect of these schemes to the union territory during 1988-89 to 1992-93, are shown in Table 11.5.

Table 11.5
Financial Assistance for Centrally Sponsored Schemes
(1988-89 to 1992-93)

(Rs. in lakhs)

<i>Scheme</i>	<i>Amount Released</i>				
	1988-89	1989-90	1990-91	1991-92	1992-93
Operation Blackboard	0.00	8.27	—	3.82	0.00
Environmental Education	2.48	—	—	3.63	9.00
Integrated Education for Disabled Children	14.28	15.65	13.90	16.08	20.65

Source: Annual Report 1993-94. Ministry of Human Resource Development, Department of Education, Government of India, 1994.

For their proper implementation, all these schemes need the concerted efforts and attention of the administration. Certain steps which may prove beneficial have been suggested by the officers of the Directorate; these include the appointment of a full-time officer to monitor the implementation and the consequent impact of these schemes and programmes; as also to take necessary measures for their improvement and timely feedback to the concerned authorities and others involved.

General Issues

The foregoing discussion on the process of educational planning in the Andaman and Nicobar Islands, brings to light certain facts. Though the collection of data and information to be used for planning involves a collaboration among various units of the administration from the grassroot level upward, decentralised formulation and implementation of plans is still a far cry since the ultimate decisions are taken at the highest administrative level. There is very little involvement of teachers in the planning process, although they are directly involved in the implementation of the programmes. There is a felt need for teachers to

be provided with a chance to participate in the actual planning exercise, not only when the institutional head sends proposals to the higher authority but otherwise too. This issue needs to be considered carefully for a more effective planning of education in the islands.

Chapter 12

Inspection and Supervision

Inspection and supervision of institutions enhance the quality of schooling by pinpointing defects and future remedial action, thus playing a vital role in the administration of education.

Organisational Set-up

The union territory does not have a separate inspectorate to carry out the inspection and supervision of schools. A review of the history of educational administration in the territory reveals that even about two decades ago, there was no special organisational set-up responsible for the inspection and supervision of schools. In 1973, the higher secondary schools were inspected by the Director of Education and the senior and junior basic schools—by the three Zonal Deputy Education Officers (DEOs) and the Assistant Inspectors of Schools (AISs).

In the present organisational set-up, the Directorate of Education is in charge of inspection and supervision of schools of general education. This responsibility is carried out by a specially constituted panel of experts under the overall charge of the inspecting authority. The panel generally consists of the Director of Education, Principal of SIE, Deputy Education Officers (DEOs) of the various zones/sub-zones and any other officer(s) who may be assigned supervisory responsibilities by the Director. The inspection panel also includes a science supervisor. The supervision of science teaching in the islands is the responsibility of the Deputy Education Officer (Science) and his staff which normally consists of science consultants or supervisors.

For the inspection of *primary schools*, the AISs constitutes a panel which generally comprises headmasters and teachers of primary schools. For the inspection of *middle and secondary schools*, the panel is drawn by the DEO with the approval of the Director of Education. In the case of the district of Nicobar, the Education Officer (EO) constitutes the panel; the panel for secondary schools consists of personnel like headmasters, postgraduate teachers and the Assistant Education Officer (AEO). For the inspection of *senior secondary schools*, the panel is drawn from principals of such schools, DEOs and headmasters of secondary schools. According to the convenience of the administration, the inter-district or intra-district selection of personnel are made. The Principal of SIE in the Andaman District and the EO of the district of Nicobar, function as nodal officers in preparing the inspection report and also act as co-ordinators.

Objectives of Inspection

The inspection panels constituted for inspection of schools at different educational levels, inspect a school with certain objectives such as: (a) observation and assessment of the standard of academic work carried out in a school; (b) assessment of the school climate; (c) provision of guidance for improvement of the learning abilities of students; (d) inspection of the school library and the services it renders to students and teachers; (e) inspection of various activities related to games/sports and physical development of the students; (f) examination of school accounts and their maintenance; (g) evaluation of the entire school plant including assessment of infrastructural needs; (h) evaluation of discipline in the school; (i) provision of on-the-spot guidance to the school authority, teachers and the students and (j) regulation of follow-up action.

There are no norms or guidelines regarding the number of educational institutions to be allotted to a panel of inspecting officers or the amount of time to be spent by a panel in the inspection of a particular institution. However, every institution is required to be inspected at least once a year.

Inspection Technique

Three types of inspection are generally conducted by the panels. These are: (a) annual inspection, (b) surprise inspection and (c) informal visits. *The annual inspection* is perhaps the most important of all. The schools are informed about the inspection well in advance. The panel of experts conducts the exercise under the supervision of the Chief Inspecting Authority. The inspecting officers visit each and every class and assess the teaching-learning process. A teacher's performance in class is evaluated by observing his teaching in at least two classes. Teachers with any flaws or problems related to teaching, are provided with personal guidance by the concerned inspecting officers.

The panels sometimes make *informal visits* to the schools with the intention of conducting surprise inspections without any prior notice to the institutions. No reports are submitted by the inspecting officers for these inspections, but they do play a significant role in pinpointing defects in a school, as the school managements are usually not aware of such visits and do not have the time to cover up the negative aspects of their administration. If carried out by observant and sincere officers, surprise inspections and informal visits prove effective exercises for remedying school deficiencies.

Subject Supervision

Although there is no specific arrangement for subject supervision by subject panels, the inspection panel, which comprises experts with multi-disciplinary backgrounds, provides an indirect scope for subject supervision. If necessary, this panel also provides guidance in the teaching of different subjects at different levels.

Inspection Reports

After the annual inspection of a school, the inspecting officials submit their reports in a prescribed proforma to the Chief Inspecting Officer. The latter prepares a consolidated report for a particular school and its copies are sent to the Director of Education and the concerned institutional head. In this report, the programme for follow-up action is so chalked out, but generally no such follow-up action in the strict sense of the term is taken.

Other Inspection Agencies

Under the existing administrative set-up, there are no inspecting agencies other than the Directorate of Education and its officers at different levels including the institutional heads, who constitute the panels drawn up specially for the inspection of schools. The local communities have very little interaction with the school authorities or the Directorate of Education in matters related to the administration of education, and therefore they do not play any significant role in the administration of schools or their inspection.

General Issues

Supervision of subject-teaching is not possible in the true sense of the term, though it is possible for the panel comprising members with multi-disciplinary backgrounds to form some sort of a general impression about it and at times, provide guidance to the subject teachers. These functions require specialisation and expertise, and therefore, to carry them out effectively, the organisational arrangement for the inspection and supervision of schools needs to be modified. That there has been a tremendous expansion of education in the islands is perceptible. It is also evident that the administrative and supervisory machinery has been strengthened; but these changes have not been in proportion to the educational growth.

Though during the Eighth Plan several modifications are proposed to be made in the administrative machinery to improve inspection and supervision of schools, the plan does not have any such proposal, except the following two, which may, in the long run, have some sort of an impact on these two important aspects of educational administration : (a) the creation of District Education Officer—one each for Andaman and Nicobar Districts by appointing two Joint Directors and other supporting staff and (b) the appointment of additional staff to strengthen the zonal offices and administrative section of the Directorate.

With a view to such modifications, the establishment of a separate inspectorate in the Directorate supported by an appropriate set-up at the field level needs serious consideration. The participation of the school complexes in the area of inspection and supervision of schools is also an urgent necessity as these complexes, at present, do not play any

significant role in the inspection and supervision of schools belonging to a particular complex. The proper functioning of such complexes, particularly the 'lead schools', would help in solving the problem of the inspection of schools located in far-flung and scattered habitations, especially in remote islands, travelling to and from which involves a lot of time, money and effort and as a result of which, inspection of such schools, even once a year, becomes difficult.

The experts from NIEPA, as well as from the union territory, who participated in the Consultative Workshop on Educational Planning and Management held at Port Blair in 1993, also emphasised the need for improving the organisational arrangement for the inspection and supervision of schools. The workshop concluded that due to the topographical peculiarities and consequent transport problems, schools are not inspected at regular intervals, and that due to the multiple media of instruction, severe problems are created for the supervisory staff. To improve school effectiveness, these experts, therefore, suggested that a decentralised management of schools should be tried out by delegating additional powers to the education officers at the district and sub-district levels and by raising the status and level of the zonal officers.

For a separate, decentralised, field-level organisational set-up exclusively responsible for the inspection and supervision of schools, enhanced financial resources would be necessary. An analysis of the total budgeted expenditure on inspection and supervision during the period 1980-81 to 1989-90, as shown in Table 12.1, reveals that the expenditure has risen considerably over the decade.

From an analysis of the plan and non-plan budgeted expenditure, the manifold increase is evident over the ten-year period. It may, therefore, be inferred that for the creation of a decentralised, organisational set-up at the field-level which will involve strengthening the field-level staff, the administration would have to provide the Directorate with a substantially enhanced budget allocation for inspection and supervision.

Table 12.1
Total Budgeted Expenditure for Inspection and Supervision
(1980-81 to 1989-90)

(Rs. in lakhs)

<i>Year</i>	<i>Total Budgeted Expenditure</i>	
	<i>Plan</i>	<i>Non- Plan</i>
1980-81	3.76	15.89
1981-82	4.10	15.98
1982-83	5.05	16.50
1983-84	5.25	16.90
1984-85	5.25	20.51
1985-86	5.80	25.30
1986-87	5.90	26.20
1988-89	10.20	35.61
1989-90	14.40	39.98

Note: Data for 1987-88 not available.

Source: Directorate of Education. Andaman and Nicobar Administration. Port Blair.

With a proper inspectorate and adequate field staff, it may be possible for the Directorate to take follow-up actions after a particular school has been inspected, and thereby bring about the desired improvement. This may be another step towards the realisation of the qualitative improvement of education, as envisaged in the Eighth Plan.

Chapter 13

Academic Management

Educational development in the islands gained momentum after the independence of India and during the last four decades, considerable progress in terms of quantitative expansion has been achieved. Though in terms of quality, the progress cannot be said to be much, a beginning has been made and the authorities are trying to raise the standard of education in the union territory and provide its population with quality education.

The quality of education is dependent largely on the techno-academic resource support and this is the weakest link in the entire educational set-up of the islands. There is, as yet, no State Council of Educational Research and Training (SCERT) in the islands; the State Institute of Education (SIE) takes care of the academic management of education and provides academic support to the islands' schools, wherever necessary. It, however, is proposed to be upgraded to the State Centre for Educational Research and Training in the near future. A proposal for the establishment of the District Institute of Education and Training (DIET) has been sanctioned by the Government of India and is proposed to come up in the near future at Port Blair. In the later years, this institute is envisaged to take over the primary-level teachers' training institute.

State Institute of Education (SIE)

The SIE (Figure 13.1) is considered to be the apex academic body in the union territory and it functions under the administrative control of the Directorate of Education. It is responsible for bringing about the

qualitative improvement of education in the islands and its main objectives are: (a) to revise the curriculum and syllabus upto the elementary stage; (b) to translate and print textbooks in various languages; (c) to arrange for enrichment programmes in respect of the content-cum-methodology for elementary and secondary school teachers; (d) to carry out research and developmental work; (e) to improve science education and (f) to devise tools for inspection and supervision of schools as also for the improvement of the system of students' evaluation at the elementary stage.

At present, the SIE has a limited number of staff comprising senior lecturers working under the leadership of the principal. There is also a supervisor for Socially Useful Productive Work (SUPW) and other supporting staff. The monthly pay scales of the staff of the SIE are as follows:

— Principal	Rs. 3000 - 4500
— Senior Lecturers	Rs. 3000 - 4500
— Supervisor	Rs. 1640 - 2900

The SIE, in recent years, has started the development of Environment Studies and has developed textbooks for the primary education stage. So far, books upto class III have been developed.

At present, a Cell for the Integrated Education For Disabled Childred (IEDC) and the District English Teaching Centre (DETC) are also under the SIE. *The Cell for Integrated Education for Disabled Children* is responsible for the management and implementation of the centrally sponsored scheme of Integrated Education for the Disabled Children which aims at ensuring equal educational opportunities for disabled children with physical and mental handicaps and integrating them with the general community. Through the Cell and in accordance with the National Policy on Education (1986), the Directorate of Education provides facilities to the disabled children which include: (a) hostel facilities, as far as possible, to children with severe physical disability; (b) arrangements for their vocational training and (c) special Junior Basic Training in Integrated Education for the Disabled (IED) to the teachers of primary classes for teaching the disabled children with specific difficulties.

The IED Cell also tries to: (a) identify disabled children and provide them with individualised training and (b) identify and enrol for education the out-of-school disabled children.

The District English Teaching Centre, financed under the Centrally Sponsored Scheme, caters to the needs of the teachers teaching English under the In-service Education Programme.

Textbooks

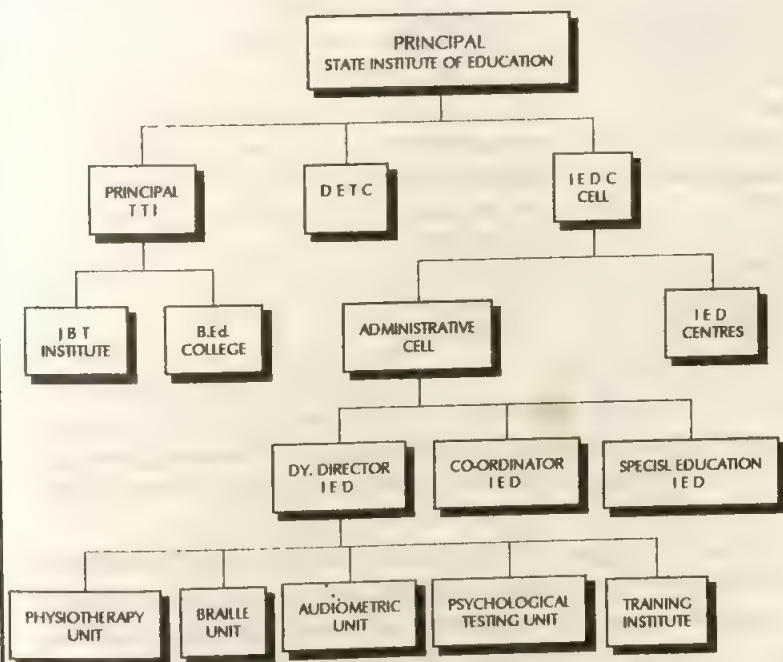
Schools in the islands are affiliated to the Central Board of Secondary Education which permits students to choose their mother tongue as the medium of instruction upto the secondary and the senior secondary stages. There are eight media of instruction at the primary and upper primary stages and six at the secondary and senior secondary stages. The board does not print or prescribe textbooks except in the media of Hindi or English. Books have to be procured from the mainland, since textbooks are neither developed nor printed/translated in the union territory which has no resource for such work. Textbooks in English and Hindi are procured from the NCERT or CBSE and in Bengali, Tamil and Telegu from the State Textbook Boards of West Bengal, Tamil Nadu and Andhra Pradesh, respectively. Consequently, there is a wide divergence in the content of books in different media which have no relevance to the islands' social and cultural milieu.

A *Textbook Bureau*, responsible for the procurement and distribution of textbooks, has been set up. Some textbooks, particularly those for the primary education stage, have been locally developed by SIE in consultation with NCERT, but their printing and production have to be done in the mainland.

Textbooks Cell

Under the Directorate of Education, there is a Textbooks Cell headed by the Assistant Director of Education (Textbook). He is in charge of procuring books, particularly those for the secondary and senior secondary stages, from NCERT, CBSE, NBT, Vishwa Bharati and certain states like Tamil Nadu, West Bengal and Andhra Pradesh.

**ANDAMAN AND NICOBAR ISLANDS
STATE INSTITUTE OF EDUCATION**



TTI : Teachers' Training Institute
IEDC : Integrated Education for Disabled Children
DETC : District English Teaching Centre
JBT : Junior Basic Training
IED : Integrated Education Development

Figure 13.1

Details of the Textbooks Cell in respect of staff and their pay scales, is shown in Table 13.1.

Table 13.1
Textbooks Cell

<i>Designation</i>	<i>Pay Scale</i>	<i>Number of Posts</i>	
		<i>Sanctioned</i>	<i>Filled Up</i>
Assistant Director of Education (Textbook)	Rs. 3000-4500	1	1
Technical Assistant	Rs.1400-2300	1	1
Head Clerk	Rs.1400-2300	1	1
Junior Accounts Officer	Rs.1640-2900	1	1
Stenographer	Rs.1200-2040	1	—
UDC	Rs.1200-2040	1	1
LDC	Rs. 950-1500	3	3
Driver	Rs. 950-1150	1	1
Gestetner Operator	Rs. 800-1150	1	1
Grade D staff	Rs. 750-940	2	2
Total Posts		13	12

Source: Report of the Orientation Programme for Resource Persons of Andaman and Nicobar Islands on Micro-level Planning For Education For All, Port Blair, 1992.

The Department of Education looks after the procurement, distribution and sale of textbooks, and there are no private retailers. The union territory's sole sale outlet is in Port Blair and students who are not entitled to free textbooks, may get their books from there.

To cater to the needs of the schools and the public, under the scheme of free supply and cash payment, government book departments have been set up, one each at Wimberlygunje (South Andaman), Mayabunder (Middle Andaman), Rangat (Municipal area), Diglipur (North Andaman), Car Nicobar (Southern group of islands) and Campbell Bay (Great Nicobar). The Deputy Education Officers heading the five educational zones and the Education Officer of Nicobar look after the supply of free textbooks as well as those on cash

payment available to the public. In addition to this, heads of the secondary and senior secondary schools are authorised to collect textbooks from the Government Book Depot at Port Blair for sale as also for free supply to children of parents with an annual income of less than 6,000 rupees.

After the books are procured on cash payment from the various agencies of the mainland by the Assistant Director of Education (Textbooks), they are despatched by ship to the union territory. They are then distributed to various schools and zonal officers, who, in turn, arrange for their sale as well as free supply. Since the Department of Education does all the procurement, distribution and sale of textbooks single-handed, and there are no retailers or sale outlets except one at Port Blair, the entire exercise becomes a colossal task. It is difficult to supply books to a number of inaccessible, remote islands and terrains which become more difficult because of the heavy rains and limited resources at the disposal of the functionaries at various levels.

Students who are entitled to get free textbooks as incentives, get them from the teachers who obtain them from the zonal offices. The zonal offices procure their supply from the head office. This elaborate process of procurement of books leads to delays at each level with the result that students normally do not get textbooks at the beginning of the academic session. Certain textbooks do not reach them till the last quarter of the year. It is reported that in some years, textbooks of a particular medium have had to be distributed as a substitute of another. Moreover, this delay adversely affects day to day teaching, timely completion of the prescribed syllabus, provision of adequate guidance and help in the schools and at home in certain cases.

The dependence on textbooks procured from outside the union territory results in a number of other problems like:

1. The subject content of textbooks prepared in other states is not related to the social, economic, cultural or physical environment in the islands and the children are compelled to study about subjects unfamiliar to them;
2. With textbooks procured from different states, it becomes difficult to establish linkages and maintain continuity in subject matter at different educational stages; and

3. The difficulty of a uniform syllabus in various media of instruction is faced in the same class.

All these problems ultimately result in poor performance by the students in examinations, particularly in the external ones. This fact has been substantiated by the findings of the Poor Results Committee Report of 1976 and the Dr. R.P. Singhal Committee Report of 1979. The system of procurement and distribution of textbooks needs to be improved. Moreover, since the preparation and publication of textbooks is a collaborative endeavour through mobilisation of resources and expertise available with the SIE, CIEFL—Mysore, and the NCERT, efforts are to be made to translate and publish the books in the different regional languages. In addition to this, teachers and experts engaged in writing and translating NCERT textbooks, should be suitably paid to get the best out of them.

Quality of Textbooks

The students are compelled to learn about strange and alien items from the textbooks procured from various agencies in the mainland and differing widely in media and content. This encourages rote learning and also thwarts the basic aim of primary education—which is to impart knowledge and skills that equip the learner to deal effectively with his environment.

Upto class VIII, there are multiple media of instruction. In the secondary and higher secondary stages of education, social studies is taught in the students' chosen medium of instruction, while science is taught in English. This results in the poor performance of students especially in the science subjects in the class X examination; consequently, at the higher secondary education stage, students avoid the science stream. One of the main reasons for this is that science textbooks in English are made use of in Hindi medium schools as well. Better student performance may be expected if, for the Hindi medium schools, science textbooks along with textbooks for other subjects, are only in Hindi.

In spite of all these problems, it appears that it would not be possible for the islands' administration, in the near future, to produce all the textbooks in the union territory, and reliance on publication and production of textbooks in the mainland will have to be continued.

However, as suggested by officers of the Directorate of Education, the following measures could be adopted for the improvement of the relevance, content and uniformity of textbooks procured from the mainland:

1. Undertaking preparation and publication of textbooks with collaborative efforts of the NCERT; CIEFL, Mysore; NBT, New Delhi and CIFL, Hyderabad;
2. Exploring the possibility of getting NCERT books translated by language and subject experts and publishing these through renowned publishers available on the mainland;
3. Switching over to Hindi or English as the media of instruction at the secondary and +2 stages of education to reduce the demand for textbooks in various regional languages, and also to ensure uniformity of standards and help the students to compete and perform better in the external examinations;
4. Appointing language officers and subject experts in the Directorate's Textbooks Cell who may help in translating NCERT books and also in pre-introduction trials and evaluation of the procured books; and
5. Development of a uniform curriculum for the different vernacular groups by the Textbooks Cell with the help of SIE, proposed language officers, subject experts and representatives of subject teachers in different regional languages, to ensure uniformity in standards and subject-content linkages at the various school stages.

Teaching-Learning Materials

The selection, preparation and procurement of teaching-learning materials are the responsibilities of the concerned Drawing and Disbursement Officers (DDOs) who are generally the principals of senior secondary schools, Deputy Education Officers, the Principal (SIE), Deputy Education Officer (Science), the Principal of the Teachers' Training Institute and also the purchase section of the Directorate of Education. Science equipment is generally procured by the Deputy Education Officer (Science) and distributed to various schools in the territory. The materials related to the Operation

Blackboard Scheme are procured jointly by the Deputy Education Officer (Science) and the purchase section of the Directorate of Education. Books for the State Library and various zonal libraries are procured through the State Library and distributed to the principals and other institutional heads. Funds are allotted by the Directorate of Education for the procurement of such teaching-learning materials which are selected from the list already prescribed in accordance with the syllabus prescribed for the schools.

Except some audio-visual aids and charts which are developed and prepared by individual teachers and teacher-trainees, no teaching-learning materials are prepared by the Directorate of Education. Some guide-books and instructional materials are, however, developed and published by the Teachers' Training Institute from time to time.

System of Pupil Evaluation

A pupil is generally evaluated on the basis of his performance in examinations and occasionally on the basis of regular written tests and class performance. The Director of Education issues detailed instructions regarding the assessment of pupils and their promotion to the next higher class. Specific instructions are also issued by the Director regarding the teaching-learning strategies to be used in the class. The system of organisational arrangement for such evaluation is in consonance with the Delhi Education Code (1975).

Besides the three examinations conducted by the school authorities for each class in an academic year, two public examinations are conducted by the CBSE each year for the students of schools affiliated to it; the first one is conducted at the end of class X and the second one at the end of the +2 stage in class XII. In addition to these, students are also evaluated by different boards to which their respective schools may be affiliated and the certificates awarded by them to the successful candidates are recognised by the Directorate of Education. Students who are unable to attend regular school for some reason or the other and make use of educational facilities offered by the National Open School, are evaluated through the Open School Examination; the result of such an assessment is recognised by the Directorate. The secondary and senior secondary examination results of the islands' students during 1982-83 to 1989-90 are shown in Table 13.2.

Table 13.2
Secondary and Senior Secondary Examination Results (1982-1990)

Year	Secondary Examination				Sr. Secondary Examination			
	Students Appeared		Students Passed(%)		Students Appeared		Students Passed(%)	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1982-83	808	624 (44)*	65	77	427	296 (41)	53	64
1983-84	910	703 (44)	70	56	425	307 (42)	69	69
1984-85	1175	847 (42)	69	67	526	438 (45)	73	63
1985-86	1377	1029 (43)	57	52	676	485 (42)	71	73
1986-87	1380	1018 (42.5)	35	40	817	627 (43)	60	71
1987-88	1498	1103 (42)	65	60	825	579 (41)	79	86
1988-89	1598	1207 (43)	49	74	694	586 (46)	86	90
1989-90	1871	1450 (44)	30	40	1072	824 (43.5)	77	60

* Figures in parentheses denote percentage to total number of students.

Source: 1. Basic Statistics, 1988 and 1990. Statistical Bureau, Andaman and Nicobar Administration, Port Blair.

As seen in Table 13.2, though the number of girls appearing in the secondary and senior secondary examinations increased over the years, the increase in terms of percentage was not satisfactory. It is, however, encouraging to note that barring a few years that is 1983-84, 1985-86 and 1987-88, the pass percentage of girls was higher in the secondary examinations and in the case of senior secondary examinations except in 1984-85 and 1989-90, it was considerably higher than that of boys. In fact in 1988-89, the pass percentage of girls in the secondary and senior secondary examinations was 74 and 90, respectively, as against the boys' pass percentage of 49 and 86, respectively.

Vital information regarding the number of students passing out of school during 1992 to 1994, is given in Table 13.3.

Table 13.3
Students Passing Secondary and Senior Secondary Examinations
(1992-1994)

<i>Category</i>	<i>Secondary Examination</i>		<i>Senior Secondary Examination</i>	
	<i>1992-93</i>	<i>1993-94</i>	<i>1992-93</i>	<i>1993-94</i>
— Total number of students passed	1543	1700	969	1181
— Percentage of students passed	49.4	48.0	65.5	71.5
— Number of ST students passed	31	65	12	30
— Percentage of ST students passed	11.7	27.6	13.2	42.8

Source: Andaman and Nicobar Administration Secretariat, Programme of Action for Elementary Education and Adult Education, August 1994, Port Blair.

An analysis of Table 13.3 shows that during 1992 to 1994, in the case of the secondary examination at the end of class X, there was a marginal decrease in the total pass percentage. The percentage of students rose considerably during 1992 to 1994 at the higher secondary examination. The number of scheduled tribes students passing secondary and higher secondary examinations has gone up perceptibly during this period; in fact, in terms of percentage, the figures more than doubled.

National Talent Search Examination

There has been a sufficient expansion of education in terms of

number. It is now time to take stock of the quality of education being provided by the union territory to its school-going population, especially with the National Policy on Education's (1986) emphasis on the quality and effectiveness of education. The effectiveness of the islands' school education may be ascertained by the performance of school students in certain competitive examinations like the National Talent Search (NTS) Examination.

To identify talented students and to award scholarships to them, the NTS Examination is held every year by NCERT and like other states and union territories, Andaman and Nicobar Islands has its allotted quota to present students for the examination on the basis of which, they are evaluated. Pupils who qualify are eligible to get an annual scholarship in the case of resident and non-resident scholars. Details of the NTS Examination during the years 1986-87 to 1989-90 are given in Table 13.4.

Table 13.4
Students' Performance in NTS Examination
(1986-87 to 1989-90)

<i>Year</i>	<i>Quota Allotted to UT</i>	<i>No. of Candidates Appeared</i>	<i>No. of Scholar- ships Awarded</i>	<i>Scholar- ships (%) Awarded to UT Quota</i>	<i>Scholar- ships (%) Awarded to All India Total (750)</i>
1986-87	10	10	Nil	Nil	Nil
1987-88	10	07	Nil	Nil	Nil
1988-89	10	09	01	10	13
1989-90	10	09	Nil	Nil	Nil

Source: NTS Section, NCERT, New Delhi.

From Table 13.4 it is evident that the performance of students in the national-level examination has been rather poor over the years; serious efforts are therefore needed to help them develop their latent talents and bring them at par with students in other parts of the country. The results also imply that more concerted efforts for the qualitative improvement of education at the school level are needed.

Curriculum and Content

The curriculum and content of books affect to a large extent the quality of education being given to the students as also their overall performance. The content of textbooks prescribed for the students of all classes and which have to be procured from the mainland as there is no provision of preparation of textbooks in the islands, may not relate to the local environment familiar to the students of the islands. It is difficult for them, particularly those at the primary education stage, to learn about things so alien to their social and cultural milieu. Moreover, delay in the availability of textbooks adds to their problem. In addition to these, in the past, modifications in the curriculum were made by the Directorate of Education in an ad hoc manner and without any consultation with teachers or ratification by the administration. For example, a class I student of a government school is prescribed three or four books as against the NCERT's recommendation of two books—one each for language and mathematics.

As a result of the policy regarding multi-media instruction, there is an overload of language in the curriculum at the primary level. The students in the islands learn their mother-tongue as the first language, English and Hindi in the primary classes and in some cases, from class I itself. The second language is generally introduced in class I and the third language, in class III. For Nicobari students the load is heavier. They have to study in Hindi or English as primers in Nicobari language are not available. Moreover, they have to start all the three languages in class I.

Generally textbooks for the second language are not graded. The textbook prescribed for the main language and medium of instruction in one school are sometimes adopted as the second language textbook in another. In addition to this, administrative problems in obtaining textbooks lead to various difficulties. This, coupled with the idea that tougher textbooks mean better learning, are largely responsible for the unsatisfactory levels of student-learning in languages. The time devoted to the teaching of second language is insufficient and needs to be increased; the pedagogy adopted for its teaching also requires to be modified.

Research and Development

There is, as yet, no institutional arrangement for conducting research or developmental studies in the islands. No unit in the Directorate of Education has been entrusted with the responsibility of undertaking action researches, experimental studies or projects in the field of educational planning or development of administration in general. It appears that during the last five years, there has neither been any innovation nor implementation of any new technique in educational planning and administration. However, certain academic measures have been initiated by the authorities, of which mention may be made of the following:

1. Setting up of school complexes;
2. Development of survey tools and guidelines for the preparation of plan proposals;
3. Development of information forms for collection of important data namely the School Information Form, NFE Centre Information Form and Village Information Form;
4. Development of tools for the evaluation of secondary and senior secondary schools in the union territory; and
5. Conducting house to house surveys for the universalisation of education.

Though there are no permanent institutional arrangements in the islands for conducting research and experimental studies, it is encouraging to note that educationists and other interested individuals conduct such studies with the help of financial grants from NCERT and other national institutes.

Problems and Issues

The union territory has successfully brought about quantitative expansion in the field of education but in the context of the quality of education, it is far below the expected standard. One of the main factors responsible for the improvement of educational quality, is the quality of the teaching staff who are entrusted with the job of imparting education. The provision for providing training, particularly in-service training to teachers in the islands, is still rather limited. It may be of help if, in accordance with the recommendation of the National Policy

on Education, a State Council for Educational Research and Training is set up and given the charge of providing in-service programmes for teachers as also striving for the improvement of the quality of education at the school level. Steps need to be taken for expediting the establishment of the DIET as it will help in bringing about the professional growth of teachers, particularly those at the elementary education stage who are responsible for forming the base for further educational growth of the students.

The quality of education is also affected to a certain extent by the shortage of certain categories of teachers in the islands though the teacher-pupil ratio is comparatively low. Besides the general shortage of science and mathematics teachers, it is reported that schools in tribal areas do not get good teachers. The shortage of Hindi teachers is, at times, due to the fact that Hindi is generally taught from class I instead of adhering to the official policy and starting it at class III for non-Hindi speaking students. Thus, the extra workload of two classes results in the shortage of Hindi teachers. Science and Mathematics teachers are generally not available locally and have to be recruited from the mainland. The shortage of teachers in schools located in the tribal areas is due to the reluctance of good teachers to serve in these areas as housing facilities are poor or not available, there is no arrangement for the timely payment of salaries and also due to their own difficulties in adjustment. Therefore to overcome this problem, there is a need to evolve a national policy of transfer. Moreover, service conditions for these teachers are not attractive enough and it may be worthwhile to introduce some incentive schemes for these teachers to work in the difficult areas.

The introduction of the multiple media of instruction has resulted in the non-availability of textbooks and the consequent adverse effect on students' achievement. This issue needs to be carefully examined and a solution arrived at as early as possible. The use of Hindi and English as media beyond the primary stage would help in the procurement of textbooks, make available professionally qualified and competent teachers from the mainland and also expose students to better books as well as other reading materials and thereby increase their chances of improved performance at the school leaving examinations conducted by the CBSE and also the NTS examination.

As the existing arrangements for the procurement, supply and distribution of textbooks is unsatisfactory, the islands' authority is starting a programme for the development of textbooks in cooperation with Sandhan, Rajasthan. This programme is proposed to be spread over a period of three years. For textbooks related to the second and third language, the CIPC, Hyderabad is proposal to be consulted.

The islands' administration is aware of the urgent need to bring about a qualitative improvement in education and during the Eighth Five-Year Plan proposes to implement certain new schemes, which include: (a) imparting B.Ed training of a year's duration to eighty candidates per year; (b) providing training/coaching to candidates belonging to the weaker sections of the community so as to enable them to compete in the various competitive examinations like the Joint Medical and Engineering entrance examination, etc.; (c) running a pre-recruitment coaching institute at Port Blair to help students pass the secondary, senior secondary and post senior secondary examinations and equip them with a knowledge of English and Hindi so that they are able to get good government jobs; (d) upgrade and SIE to the status of SCERT at Port Blair with separate units for Content and Process of School Education, Evaluation and Process of Examination Reforms, Language Development, Teachers and their Training, Management of Education, and Research and Development.

Chapter 14

Institutional Planning and Management

Institutional planning provides a mechanism for the development of an institution within a specified time-frame and by effective utilisation of material and manpower resources available. The effectiveness with which an institution is able to implement its plan and manage its resources depends largely upon the kind of leadership provided by its head. That the effectiveness of a system of education depends to a great extent on proper planning and management, particularly at the institutional level, was emphasised by the Education Commission of 1964-66. On the basis of the strong recommendations of the commission, various states and union territories of the country including Andaman and Nicobar Islands, initiated the programme of institutional planning.

In the islands, every school has a plan and programme of action for the proper utilisation of the locally available resources and for bringing about improvements in education. The main aims of such plans are to: (a) ensure qualitative improvement; (b) make possible the involvement of teachers and students in the planning process, and get the cooperation of the parents; (c) provide adequate scope for initiative, creativity, freedom and experimentation by the teachers and (d) lay greater stress on the mobilisation of human resources.

Institutional programmes implemented in the schools so far, include: (a) reduction of wastage and stagnation; (b) improvement of teaching methods; (c) assistance to disabled children; (d) special care of

the gifted students; (e) enrichment of curricula; (f) improved method of organising instructional programmes and (g) enhancing the professional growth of teachers.

As yet, no systematic and scientific methods to evaluate the impact of institutional planning on schools have been adopted. An annual or periodic assessment of the performance of schools is yet to be introduced in the islands. However, it is proposed to adopt certain strategies for the evaluation of schools and thereby strengthen the system of institutional planning.

Sharing of Facilities

The union territory has succeeded in bringing about collaboration among schools through the school complexes; this collaboration includes sharing of facilities, expertise, etc. In a school complex, there is a 'central' or 'lead school' with many feeder schools attached to it. Meetings and conferences among the heads of feeder schools and that of the lead school were held in the beginning to acquaint them with the concept of 'school complex' and its importance. Necessary orders were then issued for the successful implementation of the programme. At present, the general practice is that the Director of Education meets the heads of the lead schools from time to time to assess the extent to which they share facilities and suggest necessary improvements.

In respect of primary schools, the head of the lead school is entrusted with the responsibility of periodic visits. He also has the responsibility of conducting the annual examination of students studying in class VIII in the middle schools and class V in the primary schools. The head of the lead school, under intimation to the Directorate of Education, provides certain facilities to a feeder school either from his own school or from other feeder schools in his complex; these facilities include laboratory, play-field and reading room in the students' library. Moreover, teachers of subjects like Physical Education and Science as also of other highly specialised subjects like music, dancing, etc., are deputed to one feeder school from the other by the head of the lead school.

Shift System

Students are compelled to attend the school located in their area because of the region's peculiar topography. The schools have, therefore, been compelled to introduce shifts as a majority of them do not have an adequate number of classrooms to accommodate all the students at the same time.

With the introduction of shifts in schools, though it has been possible for the Directorate to provide a larger number of children with schooling facilities, the authorities have to face a lot of problems particularly in respect of school administration. For example, the islands have heavy rains for a greater part of the year and it is often difficult for the children studying in the first session to vacate the classrooms and go home in the inclement weather; consequently, the next shift gets delayed. An additional problem is that during the rainy season the 'nullahs' are flooded and the absence of a proper system of transportation makes it difficult for children to attend the early morning shift.

In the senior secondary schools only the primary and middle sections function in shifts. There is only one principal who is in charge of both shifts. The library and laboratory which are used by the students of both shifts, are looked after by the same staff. Sharing of facilities thus ultimately affects the quality of academic work.

Management of Student Services

The management of students' services is primarily the responsibility of the institutional head. The Directorate is responsible for sanctioning grants and making provisions for such services. The institutional head is generally the drawing officer and maintains an account of all services available to the students of his institution. The islands' administration has introduced the following schemes for the welfare of the student community :

Mid-day Meals: A mid-day meal at the rate of 75 paise per student is given to all students studying in classes I to VIII in schools run by the islands' administration;

Free Textbooks: Free textbooks are provided to the children of poor parents with an annual income of six thousand rupees or less. This facility is available to all the tribal children and also to the disabled

children — both tribal and non-tribal, irrespective of their parental income;

Scholarships For Girls: All tribal girls attending school are given an attendance scholarship as an incentive;

Medical Facilities: Free medical facilities are provided to all the inhabitants of the territory including school children. Members from the School Health Unit which is attached to the government hospital, visit the schools and conduct medical check-ups as and when necessary;

Night Study Facilities: Normally students do not get any night study facilities. However, arrangements are made to provide the rural students preparing for board examinations with such facilities in special residential set-ups;

Free Transport: School-going students are given transport facilities to and from school at concessional rates. The handicapped children attending school, are also provided an escort along with free transport;

Hostel Facilities: Hostel facilities are available to the school students studying in the upper classes in selected schools run by the administration; and

Uniform: Free uniforms are given to the selected poor and meritorious students. All handicapped students are also given free uniform, irrespective of the income of their parents.

Identification of Students' Talent

The various programmes for the identification of students' talent include : (a) National Talent Search (NTS); (b) Rural Talent Search; (c) Identification of aptitudes of school-going children and (d) Identification of creative talent in music, dance, etc. Students willing to compete in these examinations are provided with coaching classes which are held by experts in certain schools and selected centres. Coaching classes are also arranged by the Directorate of Education for selected meritorious students appearing in these examinations; students appearing in the Talent Search Test organised by CBSE; and also for those students of classes IV and V who wish to appear in the test for admission to the islands' two Navodaya Vidyalayas.

Students, Parents and the Community

Students' participation in various activities related to institutional improvement is appreciable. These activities generally include maintenance of the school building and garden, organisation of co-curricular activities, various inter and intra-school competitions and supervision of 'auto-learning' by the senior students. In some cases, students are organised into 'houses' and they share the responsibilities among themselves. Mock parliaments and 'bal-sabhas' are also organised in some schools to provide the students with an opportunity to express their views and develop qualities of leadership and decision making.

Except for the few parents-teachers' associations, there is seldom any involvement of parents or the community in institutional management. These associations, however, do not play any role in school administration. With regard to the mobilisation of resources, their role is not significant; they do not give money or land but help in the construction of school buildings and in similar other work involving physical labour. Though the recommendations and suggestions of the Village Education Committees are given a weightage during the formulation of educational plans, they are not directly involved in institutional planning and management.

Community participation can help the schools by mobilising resources. Efforts, therefore, need to be made to involve the islands' communities in the developmental programmes related to education and its management. In order to motivate the community, stimulate its interest and encourage its involvement in the improvement of schools, the schools should be made the centre for neighbourhood or local development. For this, it is necessary for a school to develop itself into a multipurpose community centre.

The schools are making efforts to promote their relationship with the community. A method of encouraging parents and the community for expressing their creativity and identifying themselves with the school is perceptible in the schools of the islands which invite parents and members of the community to exhibitions arranged by them. In these exhibitions items made by the parents are on display. They are also invited to various cultural programmes organised by the schools.

The field study revealed that parents are also requested to participate in the educational surveys and express their views. A very small percentage of the schools also provide training in different areas to the parents.

School Working Days

The average number of school working days in a year is 227; of this, 85 per cent of the days are utilised for teaching, 7 per cent for conducting examinations and 8 per cent for other purposes. While in other states the average number of school working days per annum varies from school to school, no such variation has been reported in the schools of Andaman and Nicobar Islands; this uniformity may be said to be a unique feature of the administrative system.

Weekly Workload of Teachers

A majority of the schools in the union territory, irrespective of their urban or rural location and the type of management, function for more than 40 periods in a week. The average number of classes taken by a teacher in a week, however, varies with the level of the school, as revealed by the field study and shown in Table 14.1.

Table 14.1
Weekly Workload Of Teachers

(In sampled schools)

<i>School</i>	<i>Weekly Average Class per Teacher</i>
Primary	48
Middle	48
Secondary	40
Sr. secondary	30

Source: Field Study.

Appraisal of Classroom Performance

In 78 per cent of the sampled schools, the classroom performance of teachers is generally assessed. The salient features of this appraisal system include: (a) supervision by the institutional head; (b) annual

inspection as well as surprise visits by the panel of experts from the Education Department and (c) tests and examinations. Teachers are required to maintain daily diaries which are checked from time to time by the competent authority.

The assessment of classroom performance has brought into focus certain deficiencies in the teaching methods. It has been reported that classroom teaching lacks proper planning and the students are not motivated enough for fruitful learning. The method of providing students with proper feedback about their performance in class, needs to be improved and the teachers need to develop and select strategies for active involvement of their students in the teaching-learning process.

As shown in Table 14.2, teaching of languages at the primary stage takes up the major portion of time allotted for teaching different subjects and it is considerably more than the time recommended by NCERT for language teaching. Consequently, language teaching becomes responsible for making education a huge burden for the primary class students.

Table 14.2
Subject-wise Teaching Time In Primary Classes

' (In percentage)

Subject	Teaching Time Recommended by NCERT	Actual Teaching Time in Schools		
		English Medium	Hindi Medium	Other Media
Language(s)	30	38	44	46
Mathematics	15	19	19	17
Environmental Science	15	25	25	25
Health & Physical Education	10	6	4	4
Art Education	10	6	4	4
Work Experience	20	6	4	4

Source: Andaman and Nicobar Administration Secretariat, Port Blair, 1994.

At the upper primary stage also, language teaching consumes more than 40 per cent of the teaching time, thereby encroaching on the time set aside for teaching other subjects like mathematics, science, art and environmental science. The time actually spent in the teaching of various subjects at the upper primary stage also varies considerably from the recommendations of NCERT in this respect. This practice needs to be changed. The teaching time for various subjects needs to be budgeted; otherwise the overburdened students will not be able to internalise all the subjects taught.

Assessment of Students

Students are assessed through examinations. Generally, at the primary stage, that is in classes I to V, students are assessed according to their performance in the three terminal tests and the annual examination at the end of the academic year. Maximum weightage, that is, 80 per cent of weightage is given to performance at the annual examination. Monthly tests are also held. Students belonging to the lower primary classes are promoted to the next higher class provided they have an attendance of 75 per cent of the total school working days. The system of grading is in practice.

For classes VI to IX and class XI, in an academic year the terminal examinations are held in September, November and January and the annual examination is held in March. For the three terminal examinations, the break-up of marks is 25 + 25 and 50; 100 marks are allotted for the annual examination. At the time of promotion, 20 per cent of the marks obtained by the students in the terminal examinations and 80 per cent of the marks obtained in the annual examination, are taken into consideration. Other than these, ten monthly tests are also held in an academic year to help the children identify their deficiencies and to provide them with remedial measures.

For students of classes X and XII, three terminal examinations are held by a school in an academic year, and at the end of it, an external examination is conducted by the Central Board of Secondary Education. Successful candidates are awarded the secondary school certificate and senior secondary school certificate, respectively, as the case may be.

Average Daily Attendance of Teachers

The average daily attendance of teachers varies from school to school. The survey revealed an average daily attendance of 90-95 per cent in case of government school teachers — irrespective of the type of school. Details of the average daily attendance of teachers in the sampled government schools is shown in Table 14.3.

Table 14.3
Average Daily Attendance of Teachers in Government Schools

<i>School</i>	<i>Average Daily Attendance (In %)</i>				
	<i>Rural</i>	<i>Urban</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
Primary	88	86	89	84	88
Middle	86	84	88	83	85
Secondary	90	89	93	85	90
Sr. secondary	95	92	96	90	93
Total	88	87	90	84	88

Source: Field Study.

The average daily attendance of teachers in rural areas is higher than that in the urban areas. Male teachers have a higher percentage of daily attendance. Taking into consideration all teachers irrespective of their background variables like sex, and location and type of school they are employed in, it is seen that the senior secondary school teachers have the highest percentage of daily attendance (93%) and middle school teachers, the least (85%). However, it is encouraging to note that teachers' attendance, in general, is above 85 per cent.

Management of Administrative Work

The institutional head is in charge of all matters related to the administration of his institution, though he delegates certain duties and responsibilities to his subordinates. For example, the survey revealed that: (a) 71 per cent of the institutional heads maintain office records with the help of the teachers, in 5 per cent schools the clerks perform this job and in 24 per cent schools teachers do the job with the help of peons; (b) in a majority of the schools (68%) institutional heads are assisted by teachers in maintaining accounts and (c) stores and supply

are largely managed by them (68%). These statistics seem to imply that institutional heads as well as teachers, to a certain extent, are required to shoulder the burden of administrative work which are mainly clerical in nature. Officers of the Directorate as well as the institutional heads are of the view that all schools should be provided with an adequate number of supporting staff to deal with this kind of office work.

Heads of Institutions

In the union territory, schools are under two types of management—(a) *government* and (b) *non-government*. The majority of the schools are under government management. The administrative and financial powers and functions of the heads of schools vary depending on the type of management and the level of their schools. In general, however, institutional heads are required to perform certain duties such as:

- function as the head of office and carry out all administrative duties;
- draw and disburse the salaries, etc, of the school employees provided he is authorised for this by the administrator of the territory;
- supervise the proper maintenance of school accounts, records, service books of teachers and other registers, returns and statistics as may be specified, from time to time, by the Director of Education;
- deal with all official correspondence related to the school and furnish within the specified dates, all the information required by the Directorate;
- ensure that tuition fees, where levied, are realised and appropriately accounted for and duly appropriated for the purposes for which they were levied;
- purchase materials required for the school in accordance with the rules governing such purchase and enter all such items in the stock register, scrutinize the bills and make payments;
- conduct physical verification of the school property and stock registers;
- be responsible for the proper utilisation of pupils' fund;

- make satisfactory arrangements for the supply of drinking water, provide other infrastructural facilities for the pupils and ensure that the school building, furniture, office equipment, lavatories, playgrounds, garden, etc., are properly maintained;
- supervise, guide and control the work of the teaching and non-teaching staff of the school;
- be in charge of students' admissions, preparation of school time-table, allocation of duties and teaching load to the teachers, provision of necessary facilities to the teachers in discharging their duties and conducting of school examinations in accordance with the instructions issued by the Directorate, from time to time, and perform these duties in consultation with his colleagues;
- plan, in consultation with his colleagues, the year's academic work in advance and hold staff meetings, at least once a month, to review the work done during the month and assess the progress of the pupils;
- devote at least twelve classes a week to teaching;
- help, guide and motivate the teachers to promote their professional growth;
- promote the initiative of the teachers for self-improvement and encourage them to undertake educational experiments;
- supervise classroom teaching and secure cooperation and co-ordination among teachers of the same subject-area as well as inter-subject co-ordination;
- arrange special remedial teaching for children belonging to the weaker sections of the community as also for other children who need such remedial teaching;
- plan and specify a regular time-table for the scrutiny of the pupils' written work and home assignments and ensure that the assessment and corrections are carried out on time and in an effective manner by the teachers;
- organise and co-ordinate various co-curricular activities through the house system or in any other effective way he may think fit;

- develop and organise the library resources and reading facilities in the school and ensure that the pupils and teachers have access to good books and journals;
- send regular reports of the students' progress to their parents or guardians, and
- promote the physical well-being of the pupils, ensure high standards of cleanliness and health habits and also arrange periodical check-ups of students' health and send the reports to their guardians.

In case of the private aided or unaided schools, only an institutional head may be appointed as the manager and his educational and other qualifications, duties, responsibilities, terms and conditions of appointment and removal are dependent on the management of the school. Though the powers and functions of the heads of institutions have been prescribed by the Directorate, it is reported that in reality, academic, administrative and financial powers are rather limited and they face considerable problems in executing them. For example, bills for the payment of salaries of staff, have to be signed by the institutional head as well as the manager. When the institutional head himself is the manager, the bill has to be signed jointly by him and another member of the managing committee.

An institutional head has the administrative power to grant casual leave for 12 days but not for more than two days at a time. The heads of schools are of the view that additional powers should be given to them in this respect, and also certain other additional powers for effective administration of their institutions, which may include the powers to: (a) grant teachers the permission to go for higher studies; (b) seek transfer of staff members and take disciplinary action against them in certain cases; and (c) appoint teachers and Grade D staff against leave vacancy; etc.,

With regard to their financial powers too, the heads have expressed the desire that certain additional powers be delegated to them for the proper execution of their role as institutional heads. These powers may include the powers to: (a) incur expenditure for the school day celebration, printing and publication of the school magazine, stationery, repair of furniture, etc; (b) sanction to staff LTC, TA, leave salary advances, etc.; and (c) provide for the contingency expenditure on field trips, experimental projects, etc.

The institutional heads, it appears, are eager to introduce certain changes in their schools, but are unable to do so due to the limited powers. They are of the opinion that they should be provided with the following additional powers: (a) to regularise the distribution of textbooks to the students; (b) to undertake innovations and experiments; (c) to introduce classes for nurturing students' academic abilities and creativity and (d) to conduct seminars, discussions, etc., on issues of interest to the teachers and students. The institutional heads have also expressed the desire that the power to inspect classroom teaching in feeder schools in a particular school complex be delegated to the heads of the concerned lead schools.

Profile of Institutional Heads

The heads of schools are required to perform a number of academic, administrative and financial duties. The time spent by each of them on these activities, however, varies from individual to individual and depends on the type of school. During the field study it was observed that institutional heads, in general, spend a large part of their time on teaching regular classes and on supervision, the percentage of time spent on these activities to the total time spent being 35 and 26, respectively. The rest of the time is spent on other administrative duties. The activity profiles of heads of sampled institutions at different stages of education, are shown in Table 14.4 and Figure 14.1.

Table 14.4
Activity Profile of Institutional Heads by School

Activity	Time Spent In			
	Primary School	Middle School	Secondary School	Sr. Secondary School
— Meeting parents/public	6	12	10	5
— Office work*	10	18	17	35
— Teaching	45	25	20	10
— Supervision	24	24	31	40
— Disciplinary	nil	5	5	5
— Others	15	16	17	5

* Includes maintenance of records, etc., and charge of finance

Source: Field Study.

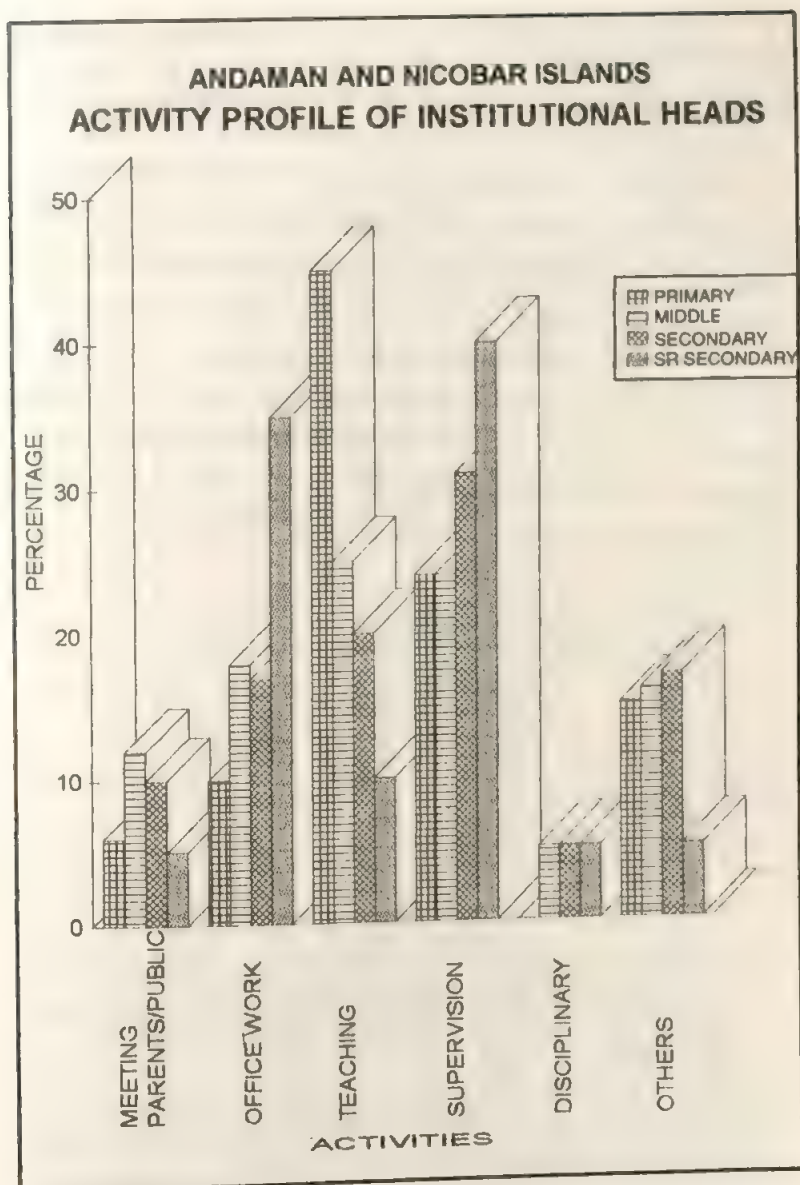


Fig. 14.1

In the secondary and senior secondary schools, the heads' spend the major portion of their time in supervision. In the secondary schools, they spend about 20 per cent of their time on teaching, whereas, in the senior secondary schools, almost half of that time is spent by them on teaching, the second largest percentage (35) being spent on office work. Very little time is devoted to interaction with the parents and public, and in settling disciplinary cases; however, in the primary schools no time is spent on attending to these matters. It appears that in schools at the higher stages of education, less time is spent by heads on teaching and more on administrative jobs.

It is interesting to note from Table 14.5, in which, based on the sampled school, the percentage of institutional heads sharing their work with teachers is shown, that compared to the heads of primary and middle schools, 67 per cent and 40 per cent of whom share their administrative work with the teachers, only 33 per cent and 25 per cent of secondary and senior secondary school heads share such work with their teachers.

Table 14.5
Institutional Heads Sharing Administrative Work with Teachers

<i>Head of School</i>	<i>Heads (%) Sharing Work</i>	<i>Rural Heads (%) Sharing Work</i>
Primary school	67	71
Middle school	40	43
Secondary school	33	50
Senior secondary school	25	50
	53 (55)*	63

* Figure in parentheses denotes percentage of heads of boys' schools. Lady principals of girls' schools do not share administrative work with teachers.

Source: Field Study.

In the rural schools, a larger percentage of heads of schools at different stages of education share their administrative work with the teaching staff, the percentage being 71,43,50 and 50 in the primary, middle, secondary and senior secondary schools, respectively. Taking all schools together, it is seen that 53 per cent of the school heads share

the administrative work; while 63 per cent heads of rural schools share such work, not even 25 per cent heads of urban schools do so. While the lady principals of girls' schools do not share their work at all with their staff, 55 per cent of the heads of boys' schools share their administrative work.

Background of Institutional Heads

From research studies it has been inferred that the quality of a school depends largely on its head and the efficiency with which he is able to execute his duties and perform his role as the institutional head is affected by certain variables, among which, his professional and academic qualifications are two important ones. These background variables of the heads of the sampled schools are shown in Table 14.6.

Table 14.6
Qualification of Institutional Heads

<i>Qualification</i>	<i>Heads of Schools (%)</i>			
	<i>Primary</i>	<i>Middle</i>	<i>Secondary</i>	<i>Sr. Secondary</i>
Academic				
Matriculate	83	nil	nil	nil
Sr. sec/Inter	13	nil	nil	nil
Graduate	4	90	66	25
Post graduate	nil	10	34	75
Ph.D.	nil	nil	nil	nil
Others	nil	nil	nil	nil
Professional				
JBT/	96	nil	nil	nil
B.Ed/B T../LT	4	nil	100	100

Source: Field Study.

As seen in Table 14.6, in respect of academic qualification, 83 per cent of the primary school heads are matriculates, 90 per cent of middle school heads and 66 per cent of secondary school heads are graduates, and 75 per cent of senior secondary school heads are postgraduates. With regard to the professional competence, as revealed by the field study, though a majority of the sampled primary school heads are

trained, heads at the middle school level have no such professional training. In the sampled secondary and senior secondary schools, cent per cent heads are trained—but none has a postgraduate professional degree. That is, there are no heads at any level of school education with M.Ed or any other professional degree.

Based on the sampled schools an analysis of the other variables of institutional heads like average age, gender, experience, monthly salary and nature of service—that is temporary or regular, reveals the following:

1. *Age:* The average age of heads of different sampled schools ranges between 44 to 51 years as shown in Table 14.7. Except in secondary and senior secondary schools, the difference between the genders in this respect, is not marked.

Table 14.7
Age of Institutional Heads

<i>School</i>	<i>Age (in years)</i>	
	<i>Male</i>	<i>Female</i>
Primary school	50	51
Middle school	44	44
Secondary school	54	44
Senior secondary school	49.5	53

Source: Field Study.

2. *Gender:* The percentage of male institutional heads in primary, middle, secondary and senior secondary sampled schools are 75, 40, 67 and 50, respectively; in all schools taken together, it is 63.4. This would seem to imply that except for the middle schools, a majority of the institutional heads are men.
3. *Experience:* In all the sampled schools, a majority of the institutional heads have more than 20 years of experience when both experience as teacher and as institutional head are taken into consideration. Details in respect of experience are shown in Table 14.8.

Table 14.8
Experience-wise Institutional Heads

Experience (in years)	Type of Experience							
	Institutional Head (in %)				Teacher (in %)			
	Pry.	Mid.	Sec.	Sr.Sec.	Pry.	Mid.	Sec.	Sr.Sec.
Upto 5 years	42	30	33	50	—	10	33	—
6—10 years	12.5	20	—	25	29	40	33	25
11—15 years	—	40	—	—	21	20	—	25
16—20 years	12.5	10	34	—	4	30	—	50
More than 20	33	—	33	25	46	—	34	—

Source: Field Study.

With the NPE's emphasis on quality of education, the schools now have to be effective in playing their roles and performing their responsibilities. For their better and effective functioning, scientific institutional planning and management would have to be resorted to. With this in view, efforts are being made by the administration with the help of national agencies like NIEPA to provide orientation programmes to institutional heads of secondary and senior secondary schools. These programmes would provide them with the necessary training for institutional planning, evaluation, development and finalisation of tools for the development of their schools and other quality issues in school education.

Chapter 15

Future Prospects

Progress Achieved

The union territory, in spite of its chequered past, has made a steady progress in providing education to its people. The islands are ahead of the national average in respect of literacy; coverage of children in the age groups 6-11 years, 11-14 years and 14-16 years in terms of enrolment at the primary, middle and secondary classes; and girls' enrolment in relation to total enrolment at every stage. This expansion of educational facilities has been achieved by the islands at a high cost — the per capita expenditure on education is far above the all-India figure. However, a great deal still remains to be achieved. The tasks and problems which the islands have to tackle in future flow essentially from an analysis of the situation which has been detailed in the earlier chapters.

The Future Tasks

The heterogeneity of the population, comprising the 'local borns' and the floating population made up of various linguistic groups with roots in the mainland, is a major problem because the perception of roles differs. The administration, by preferring local borns for certain jobs, has contributed to a widening of the gulf between the two groups. One of the major responsibilities of the administration, therefore, seems to be that of bridging the gulf by providing equal opportunities to all,

the main deciding criteria being merit. However, in respect of some sections who have remained on the periphery of the modern sectors of education and economy, a distinct policy of "protective discrimination" is called for. Among the primary and pre-primary school teachers, locals may be given preference since they would be able to understand the life styles of the communities and needs of the small children, particularly of the tribal groups.

Being a union territory, the islands' policies for the educational system are drawn primarily from those which the union government has formulated. It has not, so far, brought out any white paper of its own. To develop education on lines meaningful and relevant to the needs of the islands, it would be desirable to set up a group to develop a perspective plan of educational development and its linkages with the islands' economic and social life. The territory has yet not framed its own laws and codes. It has found it convenient to adopt the Delhi Education Code, Delhi Education Act and the various regulations of Delhi. Since conditions in the islands are different from those of Delhi or other parts of the mainland, it would seem necessary to develop a legal basis for education which suits the islands.

The educational institutions at different levels in the islands are mainly run and managed directly by the government. While it is true that no educational system can survive without the financial support and encouragement of the government, political objectives should not determine the nature and form of educational development and its goals. This problem may be solved to a certain extent by encouraging voluntary organisations and non-government agencies to participate on a larger scale in the educational development of the territory.

The National Policy on Education, 1992, being followed by the territory, lays stress on providing equal educational opportunity by attending to the specific needs of those whose needs have so far not been met adequately. The policy identifies women, scheduled castes, scheduled tribes, other educationally backward sections, minorities, and the handicapped as deprived groups needing special attention. The

Programme of Action has formulated well-defined strategies to ensure equality of opportunity for these and other deprived groups. Educational authorities have been providing minimal infrastructural facilities (for instance through Operation Blackboard) as defined in the NPE, to all the primary schools in the Andaman and Nicobar Islands. It is now time to assess whether these facilities are being used effectively and optimally and the extent to which children and teachers are being benefited, as also to evaluate the other programmes which aim at improving school education.

The policy needs to detail out the objective-based strategies. Highlighting of physical targets is not enough. Educational administrators of the islands need to attempt decentralised and participative planning, integration of the educational plan with other developmental plans and micro-level disaggregated approach for achieving policy goals. Thus, centralised planning, which is a characteristic feature of the islands, needs to be substituted by decentralised planning and administration. A separate statistical unit needs to be set up so that collection, compilation, analysis and dissemination of the relevant data become possible. This will ultimately help the Directorate of Education to plan more systematically. Sophisticated methods of planning are also needed. A redeeming feature in the sphere of planning appears to be the planning done by individual schools; each school has its own "programme of action" for achieving the institutional goals.

The NPE envisaged "equality of opportunity" and "quality of education" as two important goals of education. Some measures have already been taken by the union territory to promote equity in education. These are provision of stipends or scholarships for higher studies in the mainland, scholarships at school level, mid-day meals, free textbooks, free board and lodging for tribal children in the 'Ashram' schools, remedial coaching, attendance scholarship for tribal students, etc. The impact of these incentives and other measures like free transport, free medical facilities, accommodation, etc., is

noticeable. Students' enrolment and retention have, for instance, increased. A great deal still remains to be done.

As far as the educational development of the tribal people (Nicobarese) is concerned, mere provision of educational infrastructure appears to be an inadequate strategy. In order to achieve the goals of NPE, the administration must have provision for research on methodologies and techniques which may be adopted for its successful implementation. The effectiveness of educational administration and planning will depend on the resources—financial and human, made available for implementing the Programme of Action for achieving the goals of NPE.

Improving the Education System

The present system is unable to provide scope for innovation and experimentation. It has developed a tendency to concentrate on provision of physical facilities, with little attention being given to the improvement of the teaching-learning process and productivity of teachers and schools. Similarly, no major innovation in educational administration has been tried out. This might, to some extent, be attributed to the administrators' lack of knowledge of the recent trends and what can be done to improve the situation. The proposal for the establishment of SCERT to provide research, development and extension support to the schools seems significant in this respect.

Education in the territory is imparted through eight media at the primary education level and five at the middle and secondary education levels. The multi-media of instruction also create difficulties for the supervisory staff in inspection of schools and evaluation of teachers, thus posing a number of problems such as:

- It is not always possible to appoint adequately qualified teachers from local sources. This has resulted in the deterioration of the standard of teaching and learning;
- As per norms, at least two teachers are employed locally in the primary schools where the number of students is more than 20.

These teachers are, however, unable to bring about the needed improvement in standards as they are not academically equipped to do justice to all the subjects;

- Non-availability of textbooks and varying standards of books in different languages adversely affect students' performance;
- The Directorate of Education has to procure published textbooks from other states; these are generally not available in time due to late publication and transportation bottlenecks. Further, textbooks are not in accordance with the needs and requirements of the local environment which require addition to and deletion of some of the contents; and
- Multiplication of class sections leading to a demand for additional teachers, additional classrooms and teachers' quarters.

For minimising the adverse effect of multi-media instruction on the requirement of additional teachers and classrooms, teachers with knowledge of more than one language may be recruited. Moreover, teachers already in service in the territory may be encouraged to learn and teach more than one language. It may also be worthwhile to consider the feasibility of changing over to Hindi and English as the instructional media from the middle school stage onwards.

Vocationalisation of secondary education is of utmost importance. A felt weakness of the islands' education system is the lack of facilities for training students in skills which will enhance their ability to contribute better to the territory's socio-economic development. Moreover, in spite of the NPE's emphasis on the introduction of vocational courses, the latter have been introduced in only a few of the islands' schools. Wider introduction of these courses are necessary. Subjects which are locally relevant and necessary, need to be introduced to promote the development of skills. For instance, marine engineering, marine biology, aqua culture, horticulture, vegetable growing, etc., are subjects which will promote knowledge and skills of direct relevance to the economic development of the islands. There is a

need to develop a well thought-out programme for the purpose, based on carefully conducted surveys of skill-needs, trained personnel will have to be provided to teach these subjects.

There are no field-level units for inspection and supervision of schools. Carrying on supervisory functions from the headquarters is a difficult task due to the peculiar topography of the region and other related factors. Most of the remote areas in the islands are cut off from Port Blair and there is no regular transport and communication between the islands which are scattered. In the absence of regular and ensured transport and communication facilities, the tasks of supervision and inspection have been adversely affected. Alternative modes of supervision, and more importantly, upgradation of the academic and professional competence of the teachers, have to be thought of. In this context, the introduction of school complexes needs to be considered. This would surely help in solving the problem of regular inspection of schools at the elementary stage at least.

The absence of field-level units for the inspection and supervision of schools as also the non-availability of experienced officers at the school and zonal levels, has weakened regular and effective supervision with adverse effects on the overall standards of education. The establishment of an inspectorate with field-level units is an urgent necessity. A decentralised management of schools may be attempted by delegating additional powers to the education officers at the district and sub-district levels and also by enhancing the status and level of the zonal officers.

In the earlier years, some teachers were recruited from the mainland and posted to the remote areas where they served with commitment and a missionary zeal. Now, they do not want to go to the remote and tribal areas, though posting tenures have been fixed for the different areas. Schools in remote tribal areas do not have proper residential accommodation, because of which teachers do not either join at all or join late. Other than this, the problem of getting their salary on time and personal adjustment difficulties deter teachers from

staying on in these areas even though their initial posting after appointment is in these areas. This problem needs attention. A pertinent need in this context is to evolve a transfer policy for the teachers. This may help to effectively counter the reluctance on the part of the teachers to be posted in schools located in tribal areas. Their service conditions need to be substantially improved and incentives provided to those teachers serving in tribal areas for a period of time specified by the administration. Teacher absenteeism is also a problem. The government, therefore, needs to provide residential accommodation for teachers.

Teachers in the remote areas are totally isolated. They get very little opportunity of attending orientation courses and of interaction with the outside world. The provision for teachers' training, both in-service and pre-service, requires to be improved. Being posted in remote areas in the islands which are a long distance away from the mainland, teachers and other administrative personnel of the department face difficulty in attending the skill development programmes, mostly organised in Delhi and other places in the mainland. It might be necessary to think of using distance learning modes, such as correspondence and radio lessons for improving the academic and professional competence of teachers.

A number of posts in the various units have been lying vacant for a long time. The machinery needs to be strengthened with adequately qualified and professionally competent staff for its effective functioning. There is also need to change the existing policies and procedures for recruitment of staff for administrative positions as well as to entrust the staff with specific responsibility and resources and continuously evaluate their performance.

Due to the continuing expansion of the system, it has not been possible so far to determine the optimum size of the administrative machinery in relation to the work to be undertaken at various levels of the administration. Consequently, the outcomes with regard to the quality of education could not be ensured. These have been constantly

below the level of expectation. The administration of the union territory needs to make concerted efforts to fill up the posts and provide resources according to the size of the administrative machinery and workload so that qualitative aspects of education get the attention which they deserve.

Financial and service rules applicable to the central government employees and departments in the mainland, are followed by the administration. Some rules need modifications as conditions prevalent in the islands differ to a very great extent from those of the mainland.

The government is making efforts to move ahead in the sphere of education; however, due to the peculiar geo-physical and demographic conditions, it finds it difficult to provide the basic infrastructural facilities such as school buildings and staff quarters for these schools located in the remote and isolated areas and islands. Some time financial constraints add to this problem. Therefore, voluntary organisations should be encouraged to come forward to aid the union territory in its educational tasks.

Other than the parent-teachers' associations in some schools, there is seldom any linkage between the schools and the neighbouring community. Community participation in education may help the schools by mobilisation of resources—physical, financial and others. Efforts are, therefore, necessary to involve the community in the development programmes as also the management in the field of education.

Need for Innovation

The Andaman and Nicobar Islands present considerable scope for innovative approaches to education. Some of these are briefly indicated below.

Firstly, although the union territory has seen a phenomenal expansion of educational facilities, the problem of providing educational facilities in small habitations located in far-flung areas, as well as the mechanisms which can be adopted for supervising the institutions and providing them with academic support for qualitative

improvement, are continuing issues with the administration. Merely opening additional schools would not be the answer to the goal of achieving universal elementary education. New strategies for enhancing access in these habitations need to be considered. Besides, to meet the need for reducing the comparatively high per capita expenditure and to ensure the effective use of existing facilities, detailed micro-level planning with school-mapping is necessary.

A majority of the habitations in the islands are small in size making it difficult to provide a viable school within a reasonable walking distance either by providing an independent school to each habitation or by clubbing them with other neighbouring habitations which have schooling facilities. To obviate these difficulties, the administration needs to consider the adoption of other strategies like the establishment of 'Ashram' type schools and the opening of non-formal education centres. Other alternatives such as the system of peripatetic teachers, do not appear to be feasible due to the long distances between the small habitations, heterogeneity of language in these habitations and transport problems.

Secondly, a distinctive feature is the large proportion of tribal population with typical cultural traditions and life styles. The challenge is to provide education of a type which helps them to adopt to the modern modes of functioning but at the same time, preserve what is relevant and useful in their culture. Mainstreaming—in the negative sense of making everyone adopt the patterns and styles of the "dominant" group needs to be avoided. As is the common experience elsewhere, the decision-makers exercise their authority to decide and provide an educational fare which they feel is suitable to every one, and which they want every one to accept without any question, leading to the alienation of the people from the culture of the tribe and community. The question of preserving the useful practices and features of the 'tribal culture' must be considered in this context so that mutual appreciation and acceptance creates a strong relationship between the different groups.

Thirdly, the opportunity for educational development is provided by the resources that the islands possess and which should be used for their economic development—timber, marine life, inland water resources, forest resources, a climate congenial for horticulture, growing of vegetables and spices, etc. Education and training must provide worthwhile programmes for skill formation among people so that they take up occupations which not only improve their earnings but also contribute to the prosperity of the islands. There is a need to consider how the economy of the islands could be linked to that of the nearby states of the mainland. At present there is, more or less, a one-way traffic; for instance, even vegetables which could be grown locally are “imported” from the mainland. Apart from higher prices which the people of the islands have to pay, there is the problem of shortages which occur because of the late arrival of ships. Spices could be grown more abundantly to meet the needs of the mainland. Similarly, there are possibilities of aquaculture and development of marine fishing, to meet the needs of West Bengal, which at present, imports a certain quantity of fish from Bangladesh.

The islands have also become strategically important. The territory provides a doorway to South East Asian countries and, therefore, the increasing possibilities of the local people being influenced by different cultures. In the present-day world, ethnic similarities can easily be exploited to foment political stirrings. What programmes should the educational institutions provide to generate a feeling of nationhood among people who are geographically de-linked from the mainland, is an issue which should be constantly kept in view by the educational administrators and policy-makers of this union territory.

Appendix I

Project Advisory Committees

National Level

Prof. Kuldeep Mathur
Director, NIEPA (Chairperson)

Dr. T.N. Dhar
Former UNESCO Consultant

Shri Baldev Mahajan
Former Joint Director, NIEPA
and Project Director

Shri Y.N. Chaturvedi
Additional Secretary, Department
of Education, Ministry of HRD
Government of India

Shri P.K. Umashankar
Former Director, IIPA

Shri R.C. Tripathi
Adviser (Education)
Planning Commission
Government of India

Shri J.A. Kalyanakrishnan
Member, UPSC

Dr. D.P. Nayar
Former Adviser (Education)
Planning Commission
Government of India

Dr. A.K. Sharma
Director, NCERT

Dr. P.D. Shukla
Former Chairman, CBSE

Shri Ajit Kumar
Commissioner and Secretary
Education Department
Government of J & K

Dr. R.P. Singhal
Former Executive Director, NIEPA

Contd.

Smt. Kumud Bansal
Secretary (School Education)
Education Department
Government of Maharashtra

Dr. L. P. Pandey
Director of Education
Government of Uttar Pradesh

Shri Abhimanyu Singh
Secretary (Primary & Secondary
Education), Education Department,
Government of Rajasthan

Shri G.C. Yadav
Director of Public Instruction
Government of Arunachal Pradesh

Shri J.S. Sarma
Secretary (School Education)
Education Department
Government of Andhra Pradesh

Shri G.C. Patnaik
Director of Education, Government of
National Capital Territory of Delhi

Dr. R.S. Sharma
Fellow and Acting Head
SNS Unit, NIEPA

Union Territory Level*

Shri H.D. Birdi (Chairman)
Secretary (Education)
Andaman & Nicobar
Administration, Port Blair

Dr. A.K.S. Anal
Principal, JNRM
Port Blair

Shri Beant Singh
Director of Education
Andaman & Nicobar
Administration, Port Blair

Dr. Mahajan
Lecturer, JNRM
Port Blair

*Membership of the Union Territory Advisory Committee represents position at the time of conduct of the study.

Appendix II

Selected Indicators of Educational Development

Andaman & Nicobar Islands and All India

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

I. District, Educational Blocks and Inhabited Villages

(a) Total districts	Nos.	1991	2	466
(b) Educational blocks	Nos.	1991	8	7098
(c) Inhabited villages	Nos.	1986	467	579148
(d) Villages having population less than 500	Nos.	1981	406	270795
(e) No. of habitations	Nos.	1986	565	981864

II. Demographic

(a) i) Total population	'000	1981	189	665288
	"	1991	281	846305

Contd.

Indicator		Unit	Year of Reference	A & N Islands	All India
1		2	3	4	5
ii)	Annual exponential growth rate	%	1981-91	4.05	2.44
(b)	Area	Sq. km.	1981	8249	3287263
(c)	Population density	Per sq. km.	1981	23	216
		"	1991	34	267
(d)	Sex ratio	Per 1000 Males	1981	760	933
			1991	818	927
(e)	Rural population	%	1981	73.70	76.30
		"	1991	73.31	74.29
(f)	SC population	%	1981	*	15.75
		"	1991	*	16.33
(g)	ST population	%	1981	11.85	7.76
		"	1991	9.61	8.01
(h)	School-age population for elementary education				
i)	6 to 11 years age-group	%	1981		
			Boys	11.87	13.37
			Girls	14.63	13.46
			All	13.07	13.41
		%	1991		
			Boys	10.13	11.70
			Girls	12.70	11.88
			All	11.28	11.79

* Denotes negligible

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
ii) 11 to 14 years age-group	%	1981		
		Boys	6.26	7.21
		Girls	7.32	7.16
		All	6.72	7.18
	%	1991		
		Boys	4.90	6.21
		Girls	6.03	6.39
		All	5.41	6.30
iii) 6 to 14 years age-group	%	1981		
		Boys	18.13	20.58
		Girls	21.95	20.62
		All	19.79	20.60
	%	1991		
		Boys	15.03	17.90
		Girls	18.73	18.28
		All	16.69	18.08
(i) Birth rate	Per 1000 Population	1981	34.0	33.9
		1991(P)	19.9	29.3
(j) Death rate	Per 1000 Population	1981	8.4	12.5
		1991(P)	5.7	9.8
III. Literacy				
(a) Literacy of persons aged 7 years and above	%	1981		
		Male	70.30	56.50
		Female	53.20	29.85
		All	63.20	43.67
	%	1991		
		Male	78.90	64.20
		Female	65.46	39.19
		All	73.02	52.21

P denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(b) Increase in literacy rate (all persons)	%	1981-91	9.83	8.54
(c) Districts having literacy rates				
(i) below 30	%	1981	0.00	25.12
	"	1991	0.00	5.97
(ii) 30 to 60	%	1981	50.00	64.43
	"	1991	0.00	66.37
(iii) 60 and above	%	1981	50.00	10.45
	"	1991	100.00	27.66
(d) (i) Illiterate persons of age 7 years and above	'000	1981	55	305318
	"	1991	63	328879
(ii) Increase/decrease in illiterate persons of age 7 years and above	%	1981-91	14.54	7.72

IV. Availability of Schooling Facilities

(Rural population served by schooling facility)

(i) Primary level	%	1973	71	90
(upto 1 km.)	"	1978	82	93
	"	1986	83	94
(ii) Upper primary level	%	1973	41	72
(upto 3 km.)	"	1978	56	79
	"	1986	74	84

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iii) Secondary level (upto 5 km.)	%	1973	*	68
	"	1978	37	74
	"	1986	74	79
(iv) Hr. secondary level (upto 8 km.)	%	1973	50	32
	"	1978	27	41
	"	1986	66	51

V. Institutions

(a) No. of school stages

(i) Primary stage	Nos.	1973	175	530867
	"	1978	206	570011
	"	1986	258	631308
Annual growth rate	%	(1973-78)	3.32	1.43
	"	(1978-86)	2.85	1.28
(ii) Upper primary stage	Nos.	1973	37	119799
	"	1978	54	147250
	"	1986	89	187602
Annual growth rate	%	(1973-78)	7.85	4.21
	"	(1978-86)	6.44	3.07
(iii) Secondary/Hr. secondary stage	Nos.	1973	15	45135
	"	1978	30	55074
	"	1986	77	82706
Annual growth rate	%	(1973-78)	14.87	4.06
	"	(1978-86)	12.50	5.21
(iv) All school stage	Nos.	1973	227	695801
	"	1978	290	772335
	"	1986	424	901616
Annual growth rate	%	(1973-78)	5.02	2.11
	"	(1978-86)	4.86	1.95

* In 1973, A & N Islands had no high schools.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(b) Educational pyramid (Ratio of primary and upper primary stages to secondary stage)				
	P:UP:S	1973	12:2:1	12:3:1
		1978	7:2:1	10:3:1
		1986	3:1:1	8:2:1
(c) Government and local body schools				
(i) Primary schools	%	1973	99	94
	"	1978	99	94
	"	1986	98	93
(ii) Upper primary schools	%	1973	100	78
	"	1978	100	78
	"	1986	100	75
(iii) Secondary schools	%	1973	—	37
	"	1978	90	39
	"	1986	91	46
(iv) Hr. secondary schools	%	1973	75	37
	"	1986	75	42
(d) Average population served by a school stage				
(i) Primary stage	Nos.	1973	749	1091
	"	1978	816	1137
	"	1986	888	1203
(ii) Upper primary stage	Nos.	1973	3541	4833
	"	1978	3111	4401
	"	1986	2573	4048

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iii) Secondary/Hr. sec. stage	Nos.	1973	8733	12827
	"	1978	5600	11766
	"	1986	2974	9182
(iv) All stages	"	1973	577	832
	"	1978	579	839
	"	1986	540	842

(e) Average size of
primary, upper primary,
secondary and Hr.
secondary stage

(i) Primary stage	Nos.	1973	83	115
	"	1978	116	120
	"	1986	136	136
(ii) Upper primary stage	Nos.	1973	102	116
	"	1978	133	122
	"	1986	176	145
(iii) Secondary/Hr. sec. stage	Nos.	1973	143	169
	"	1978	98	161
	"	1986	131	182
(iv) All stages	Nos.	1973	90	119
	"	1978	118	124
	"	1986	144	142

VI. Enrolment

(a) Stage-wise

(i) Classes I-V	In'000	1973	15	61235
	"	1978	24	68602
	"	1986	35	85913
	"	1991 (P)	41	101577

(P) denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
Annual growth rate	%	(1973-78)	10.39	2.30
	"	(1978-86)	4.90	2.85
	"	(1986-91) (P)	3.34	3.41
(ii) Classes VI-VIII	In '000	1973	4	13950
	"	1978	7	17958
	"	1986	16	27272
	"	1991 (P)	18	34446
Annual growth rate	%	(1973-78)	13.69	5.18
	"	(1978-86)	10.23	5.36
	"	(1986-91) (P)	3.28	4.78
(iii) Classes IX-XI/XII	In '000	1973	2.1	7714
	"	1978	2.9	8872
	"	1986	10.0	15030
	"	1991 (P)	12.4	19303
Annual growth rate	%	(1973-78)	6.49	3.10
	"	(1978-86)	16.61	6.81
	"	(1986-91) (P)	4.35	5.13
(b) Girls' enrolment				
i) Classes I-V	%	1973	43.71	37.74
	"	1978	45.18	38.38
	"	1986	46.61	40.81
	"	1991 (P)	47.00	41.70
ii) Classes VI-VIII	%	1973	39.47	30.80
	"	1978	41.17	32.70
	"	1986	44.28	35.32
	"	1991 (P)	45.29	37.73
iii) Classes IX-XI/XII	%	1973	35.72	27.25
	"	1978	43.64	28.69
	"	1986	42.18	31.49
	"	1991 (P)	44.36	33.57

(P) denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(c) *Enrolment of scheduled castes children		—	—	—
(d) Enrolment of scheduled tribes children				
(i) Classes I-V	%	1973	5.36	5.84
	"	1978	10.31	6.28
	"	1986	9.09	7.84
	"	1991 (P)	8.42	7.91
(ii) Classes VI-VIII	%	1973	4.64	2.97
	"	1978	9.70	3.39
	"	1986	9.69	5.12
	"	1991 (P)	8.97	5.21
(iii) Classes IX-XI/ XII	%	1973	5.17	2.50
	"	1978	7.52	2.84
	"	1986	7.55	3.96
	"	1991 (P)	7.00	4.08
(e) Gross enrolment ratio				
(i) Classes I-V (6-11yrs.)	%	1973	88.23	80.30
	"	1978	88.18	81.65
	"	1986	91.72	91.69
	"	1991 (P)	92.37	102.74
(ii) Classes VI-VIII (11-14yrs.)	%	1973	53.04	33.16
	"	1978	48.02	37.94
	"	1986	83.52	47.95
	"	1991 (P)	81.96	61.15
(f) Age-specific enrolment ratio				
(i) 6-11 yrs	%	1973	72.28	63.17
	"	1978	64.72	64.13
	"	1986	74.48	75.89

(P) denotes provisional.

* Magnitude of enrolment of SC children is nil.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(ii) 11-14 yrs	%	1973	22.42	22.08
	"	1978	50.28	41.72
	"	1986	72.00	51.17
(g) Wastage rates				
(i) Classes I-V	%	1971-75	39	63
	"	1981-85	25	46
	"	1984-88	16	45
(ii) Classes I-VIII	%	1969-76	60	77
	"	1978-85	36	64
	"	1981-88	38	61

VII. Teachers

(a) Number of teachers

(i) Primary stage	In '000	1973	0.7	1472
	"	1978	1.0	1599
	"	1986	1.1	1815
(ii) Upper primary stage	In '000	1973	0.2	582
	"	1978	0.5	745
	"	1986	0.6	915
(iii) Secondary/Hr. sec. stage	Nos.	1973	0.2	507
	"	1978	0.2	596
	"	1986	0.9	914
(iv) All stages	Nos.	1973	1.1	2560
	"	1978	1.7	2940
	"	1986	2.7	3645

(b) Female teachers

(i) Primary stage	%	1973	33.83	26.45
	"	1978	41.91	27.37
	"	1986	42.15	30.20
(ii) Upper primary stage	%	1973	32.25	24.96
	"	1978	31.26	27.76
	"	1986	36.47	30.92

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iii) Secondary stage	%	1973	—	21.19
	"	1978	28.40	25.70
	"	1986	32.62	28.53
(iv) Hr. secondary stage	%	1973	26.00	22.00
	"	1978	15.28	20.85
	"	1986	25.79	29.64
(c) Trained teachers				
(i) Primary stage	%	1973	93.98	84.36
	"	1978	92.34	86.27
	"	1986	95.50	86.45
(ii) Upper primary stage	%	1973	80.62	83.76
	"	1978	91.80	86.67
	"	1986	93.56	87.42
(iii) Secondary stage	%	1973	75.48	78.13
	"	1978	86.27	88.41
	"	1986	93.77	90.02
(d) Scheduled caste teachers				
(i) Primary schools	%	1973	4.47	2.68
	"	1978	1.32	9.00
	"	1986	*	11.05
(ii) Upper primary schools	%	1973	2.05	5.36
	"	1978	0.17	6.96
	"	1986	*	8.58
(iii) Secondary schools	%	1973	*	2.94
	"	1978	0.88	3.63
	"	1986	*	5.89
(iv) Hr. secondary schools	%	1973	0.90	1.85
	"	1978	*	2.68
	"	1986	*	4.83

* denotes magnitude nil.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(e) Scheduled tribes teachers				
(i) Primary schools	%	1973	2.83	4.44
	"	1978	2.97	4.82
	"	1986	9.34	6.13
(ii) Upper primary schools	%	1973	0.82	2.46
	"	1978	2.51	3.53
	"	1986	2.94	4.66
(iii) Secondary schools	%	1973	*	1.36
	"	1978	*	1.66
	"	1986	4.20	2.54
(iv) Hr. secondary schools	%	1973	0.90	0.74
	"	1978	*	0.67
	"	1986	1.13	1.33
(f) Pupil-teacher ratio				
(i) Primary stage	Pupil Per Teacher	1973	22	42
		1978	23	43
		1986	31	47
(ii) Upper primary stage	"	1973	15	24
	"	1978	16	24
	"	1986	26	30
(iii) Secondary/Hr. sec. stage	"	1973	10	15
	"	1978	13	15
	"	1986	10	16
(iv) All stages	"	1973	15	26
	"	1978	16	26
	"	1986	18	28

* denotes magnitude nil.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(h) Teacher per school stage				
(i) Primary stage	Nos.	1973	4	3
	"	1978	5	3
	"	1986	4	3
(ii) Upper primary stage	"	1973	7	5
	"	1978	8	5
	"	1986	7	5
(iii) Secondary/Hr. sec. stage	"	1973	15	11
	"	1978	8	11
	"	1986	12	11

VIII. Education in Rural Areas

(a) Rural population	%	1991	73.31	74.29
(b) Primary				
(i) Institutions	%	1988	96.76	88.48
(ii) Enrolment	%	1988	89.17	79.79
(c) Upper primary				
(i) Institutions	%	1988	88.10	79.12
(ii) Enrolment	%	1988	75.31	71.01
(d) Secondary				
(i) Institutions	%	1988	82.76	70.92
(ii) Enrolment	%	1988	65.82	61.67
(e) Hr. secondary				
(i) Institutions	%	1988	67.74	44.77
(ii) Enrolment	%	1988	61.92	38.53
(f) All types of schools*				
(i) Institutions	%	1988	87.21	83.73
(ii) Enrolment	%	1988	—	70.13

* All types of schools means schools imparting general education from pre-primary to hr. secondary (10+2) level.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
IX. Budgeted Expenditure on Education excluding Govt. of India Budget (Revenue Account)				
(a) Budget expenditure on education in state				
(i) Expenditure on education and training by all depts.to total budget	%	1973-74	7.7	23.3
	"	1983-84	11.9	24.1
	"	1991-92	12.2	23.1
(ii) Plan expenditure on education of Education Department	%	1973-74	34.5	17.1
	"	1983-84	19.1	10.8
	"	1991-92	14.1	10.0
(iii) Plan expenditure on education and training of all departments to total plan expenditure	%	1973-74	34.6	18.4
	"	1983-84	27.9	16.1
	"	1991-92	16.3	12.8
(b) Budgeted sectoral expenditure of Education Department				
(i) Primary education	%	1973-74	52.9	48.7
	"	1983-84	61.8	48.6
	"	1991-92	55.9	46.8
(ii) Secondary education	%	1973-74	36.5	32.1
	"	1983-84	26.3	32.4
	"	1991-92	28.4	31.1
(iii) Adult/special education	%	1973-74	**	0.9
	"	1983-84	1.0	1.2
	"	1991-92	0.6	1.0

** Magnitude nil.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iv) University and higher education	%	1973-74	4.0	10.5
	"	1983-84	4.6	12.6
	"	1991-92	7.3	11.7
(v) Technical education	%	1973-74	**	3.3
	"	1983-84	0.2	2.6
	"	1991-92	4.0	3.3
(vi) Other programmes	%	1973-74	6.6	4.5
	"	1983-84	6.3	2.1
	"	1991-92	3.8	6.1

X. Budgeted Expenditure on Education in State excluding Govt. of India Budget (Capital Account)

(a) Capital expenditure on education to total capital expenditure	%	1983-84	2.9	1.0
	"	1991-92	4.7	2.3
(b) Loans for education to total loans and advances	%	1983-84	0.4	0.2
	"	1991-92	0.1	0.1

XI. Total Expenditure on Education (From Govt. and Non-Govt. Sources)

(a) Per capita expenditure on Education (at current prices)	Rs.	1973-74	139.00	27.00
	"	1983-84	308.33	78.97

** Magnitude nil.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>A & N Islands</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(b) Recurring expenditure to total expenditure on Education	% "	1973-74 1983-84	61.87 79.1	87.74 95.40
(c) Expenditure on Education by objects (at current prices)				
(i) Salaries of teachers	% "	1973-74 1983-84	85.0 80.5	75.3 75.2
(ii) Salaries of other staff	% "	1973-74 1983-84	10.6 7.3	10.5 10.9
(iii) Maintenance of equipment and other items	% "	1973-74 1983-84	2.3 0.2	3.7 0.7
(iv) Expenditure on direction and inspection to total expenditure on Education	% "	1973-74 1983-84	2.1 5.7	2.1 1.5
(v) Other items	% "	1973-74 1983-84	6.0 5.3	8.5 11.7
(d) Per pupil recurring cost (at current prices)				
(i) Primary schools	Rs " "	1973-74 1983-84 1987-88	300.0 1073.1 1637.9	72.3 217.1 339.7
(ii) Upper primary schools	Rs " "	1973-74 1983-84 1987-88	366.7 813.2 1992.5	110.6 285.1 429.7
(iii) Secondary/Hr. secondary schools	Rs " "	1973-74 1983-84 1987-88	516.7 734.8 2008.8	213.6 600.7 771.5

Contd.

- Notes: (i). Indicators have been developed on the basis of the latest data available at the national level.
- (ii) In certain cases, the data given in indicators may not tally with the data given in the report due to different sources and definitions.

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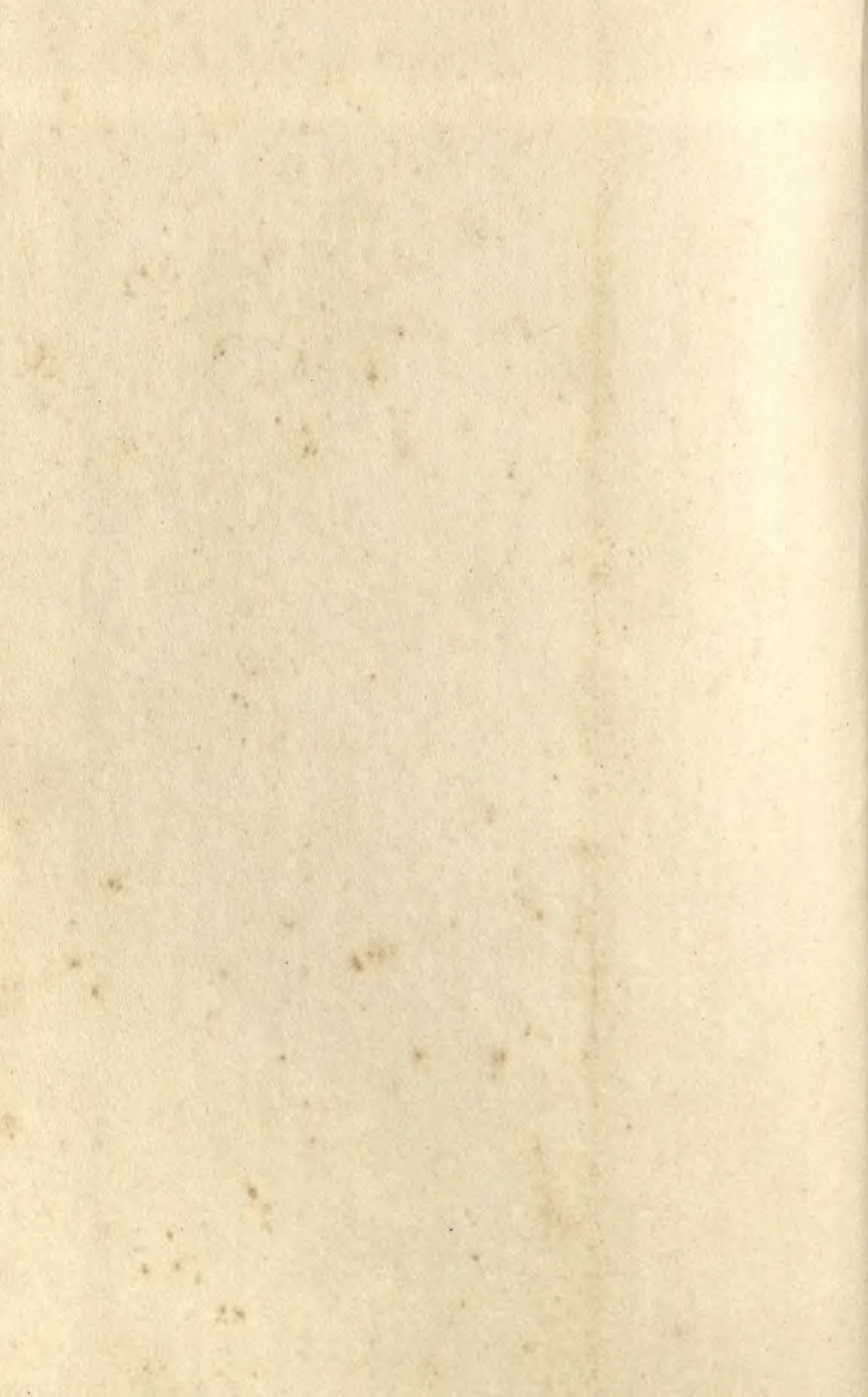
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the Government of India and Joint Director, National Institute of Educational Planning and Administration, is at present the project director of the Second All India Survey of Educational Administration. With more than thirty years' experience of educational planning and administration, he has held a variety of key positions as educational administrator, including Commissioner, Kendriya Vidyalaya Sangathan and Director, Ministry of Education. He served as Secretary of the Indian National Commission for Co-operation with UNESCO for a number of years and represented India in several international conferences and meetings. Besides publishing a large number of articles, editing various journals and volumes on educational administration and writing monographs, he has been a consultant to UNESCO, UNICEF, the World Bank and other organisations.

SRILEKHA MAJUMDAR, received her Ph. D from the Indian Institute of Technology, Delhi. She was awarded the State Scholarship in Education for higher studies in the U.K. by the Government of West Bengal and joined Reading University. She has a rich and varied research experience; her major field of study is educational management — the areas of academic interest include organisational issues in educational management, especially institutional effectiveness. She is the co-author of a number of books on educational administration in respect of the north-eastern states of Arunachal Pradesh, Mizoram and Sikkim. Earlier she was a teacher in Calcutta University and is presently working at NIEPA, New Delhi.

BEANT SINGH, retired Director of Education, Andaman and Nicobar Administration, served the Islands' Directorate of Education in various capacities for over three and a half decades. He was the state project officer of the Second All India Survey of Educational Administration conducted by NIEPA in the Islands and was earlier associated with the Second and Third All-India Educational surveys conducted by NCERT.

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